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UNIVERSITY OF ALBERTA

A DESCRIPTIVE STUDY OF THE EVOLUTION OF APPRENTICESHIP IN ALBERTA TO 1990

BY

© REX ALLAN RAINSFORTH

A THESIS
SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH IN
PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF EDUCATION

IN

VOCATIONAL EDUCATION

DEPARTMENT OF ADULT, CAREER AND TECHNOLOGY EDUCATION

EDMONTON, ALBERTA
SPRING, 1991

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THE UNDERSIGNED CERTIFY THAT THEY HAVE READ, AND RECOMMEND TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH FOR ACCEPTANCE, A THESIS ENTITLED A DESCRIPTIVE STUDY OF THE EVOLUTION OF APPRENTICESHIP IN ALBERTA TO 1990 SUBMITTED BY REX ALLAN RAINSFORTH. IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF EDUCATION IN VOCATIONAL EDUCATION.

Supervisor

Date: September 24, 1990

All materials in this thesis that are labelled taken from have been adapted and modified for the purposes of this research.

DEDICATION

I would like to dedicate this thesis to my wife Corinne and my children Tracy, Keith and Colin for their understanding and patience which allowed me to complete this research.

ABSTRACT

This research, entitled *A Descriptive Study of the Evolution of Apprenticeship in Alberta to 1990*, examined the origins of Alberta's Apprenticeship System from its roots in pre-history, through the genesis of the basis for the modern system in England to the end of the Industrial Revolution. This study concentrated on chronicling the events leading to the establishment of formalized apprenticeship training in Alberta in 1944 and its evolution to its present form. Particular attention was paid to the legislation, both federal and provincial, that provided for the establishment of the present system.

Data was collected through a variety of sources such as collections of statutes of the federal and provincial governments, *Hansard*, the *Debates of the House of Commons* and interviews with persons who had been centrally involved with the evolution of the system. Other primary sources were special reports of provincial and federal departments involved with apprenticeship as well as the annual reports of those departments. Information from secondary sources was examined and, in combination with data gathered through interviews, was used to complete the research.

This study traced the roots of Alberta's apprenticeship training programs to the point where Alberta established

formalized apprenticeship training, under the control of what would become Alberta Apprenticeship and Trade Certification Branch. In describing the process of evolution this study examined the major changes and growth patterns of this training from 1944 to 1990.

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TABLE OF CONTENTS

CHAPTER I 1

THE PROBLEM 1

INTRODUCTION 1

PURPOSE OF THE STUDY 5

SUPPORTING OBJECTIVES 5

LIMITATIONS 6

ASSUMPTIONS 8

SIGNIFICANCE OF THE STUDY 9

DEFINITION OF TERMS 10

APPRENTICE 10

APPRENTICESHIP 11

CONTRACT OF APPRENTICESHIP 14

TERM OF APPRENTICESHIP 15

JOURNEYMAN 15

TRADESMAN 16

DATA COLLECTION 16

INSTRUMENTATION 17

POPULATION FOR INTERVIEW 19

METHODOLOGY 20

ORGANIZATION OF THE REMAINING CHAPTERS 21

CHAPTER II 22

REVIEW OF RELATED RESEARCH 22

INTRODUCTION 22

DISSERTATIONS AND THESES 23

RELATED RESEARCH 26
BRYCE (1970) 26
GLENDENNING (1964) 29
YEE (1977) 30
RAMSAY (1974) 32
BROAD (1972) 33
LOWE (1963) 35
SIMON (1963) 37
REPORTS 38
ROYAL COMMISSION ON INDUSTRIAL TRAINING AND TECHNICAL EDUCATION 38
OBERLE, 1981 42
BELL, 1984 44
BI-LATERAL STUDY, 1987 50
REVIEW OF APPRENTICESHIP IN CANADA: 1987 . . 56
CANADIAN AUTOMOTIVE REPAIR AND SERVICE INDUSTRY - A HUMAN RESOURCE STUDY 61
JOURNALS AND OTHER ARTICLES 63
SUMMARY 64

CHAPTER III 70
APPRENTICESHIP TO 1939 70
INTRODUCTION 70
APPRENTICESHIP IN ANTIQUITY 70
ANCIENT APPRENTICESHIP 71
THE COMMERCIAL REVOLUTION 1450 - 1750 . . . 74
APPRENTICESHIP TO THE INDUSTRIAL REVOLUTION 77

EARLY APPRENTICESHIP IN CANADA 82
    ROYAL COMMISSION ON INDUSTRIAL TRAINING AND TECHNICAL EDUCATION 1913 82
    CANADIAN NATIONAL RAILWAYS APPRENTICES . . . 84
        Winnipeg 1914 84
        Moncton 1920 87
    THE BOILERS ACT OF 1918 89
    TRADE SCHOOLS REGULATION ACT 1931 89
    TRADESMEN'S QUALIFICATION ACT 1936 91
SUMMARY 96

CHAPTER IV 100
THE PERIOD 1940 TO 1959 100
    INTRODUCTION 100
THE WELDING ACT OF 1941 101
THE VOCATIONAL TRAINING COORDINATION ACT 104
THE APPRENTICESHIP ACT OF 1944 106
    GROWTH OF APPRENTICESHIP TO 1959 119
    INTERPROVINCIAL STANDARDS PROGRAM (RED SEAL) 122
SUMMARY 125

CHAPTER V 130
THE PERIOD 1960 TO 1979 130
    INTRODUCTION 130
    APPRENTICESHIP TRAINING ADVISORY COMMITTEE 130
TECHNICAL AND VOCATIONAL TRAINING ASSISTANCE ACT 136

PROVINCIAL APPRENTICESHIP BOARD MEETINGS 1960-1967 144
ADULT OCCUPATIONAL TRAINING ACT 157
ALBERTA DEPARTMENT OF LABOUR
ANNUAL REPORTS 1968-1972 159
An Attempt to Individualize Instruction 162
THE ADVANCED EDUCATION ACT 167
BLUE IS REWARDING 176
THE DEPARTMENT OF ADVANCED EDUCATION
AND MANPOWER ACT 178
MANPOWER DEVELOPMENT ACT 181
EVOLUTION OF APPRENTICESHIP 1976 - 1979 . 198
RED SEAL TRADES 211
SUMMARY 215

CHAPTER VI 219
THE PERIOD 1980 TO JUNE 1990 219
INTRODUCTION 219
APPRENTICESHIPS CONTINUOUS GROWTH / DEPARTMENT OF ADVANCED EDUCATION AND MANPOWER . . 219
WESTERRA INSTITUTE OF TECHNOLOGY . . . 226
APPRENTICESHIP, TRAINING AND CERTIFICATION ACT . 243
APPRENTICESHIP AND INDUSTRY TRAINING REVIEW: 1987 263
COMPETENCY BASED APPRENTICESHIP TRAINING . 265
GENESIS OF CBAT 265
CONCEPTUAL MODEL 272

PILOT PROJECT SITES 274
EVALUATION REPORT #1 277
EVALUATION REPORT #2 279
APPRENTICESHIP GROWTH 1988 TO 1990 282
GOOD WORK HAS ITS REWARDS 291
PROPOSED INDUSTRY TRAINING ACT 292
REQUEST FOR INPUT 292
WESTERN CANADA ALLIANCE OF APPRENTICESHIP BOARD CHAIRMEN 295
SUMMARY 300

CHAPTER VII 306
SUMMARY, CONCLUSIONS AND RECOMMENDATIONS FOR FURTHER STUDY 306
INTRODUCTION 306
SUMMARY 306
CONCLUSIONS 338
RECOMMENDATIONS FOR FURTHER STUDY 341
Personnel - Apprenticeship and Trade Certification 341
Recommendations to Other Researchers 342

BIBLIOGRAPHY 344
BOOKS 344
PERIODICALS 345
GOVERNMENT PUBLICATIONS 346
UNPUBLISHED THESES 348

ANNUAL REPORTS. 349
REPORTS 351
MINUTES OF MEETINGS 352
CORRESPONDENCE & MEMOS. 352
PERSONAL INTERVIEWS 353

APPENDICES

APPENDIX A 355
APPENDIX B 357
APPENDIX C 360
APPENDIX D 363
APPENDIX E 366
APPENDIX F 368
APPENDIX G 371
APPENDIX H 374

LIST OF TABLES

Trades Designated Under The Tradesman's Qualification Act 95

Enrolments at the Provincial Institute of Technology and Art 1948-1961 117

Numbers of Apprentices Registered In Alberta 1946 - 1959 121

Number of Apprenticeship Contract Cancellations: Apprentices Registered: Year 121

Provincial Government Departments That Controlled Apprenticeship: 1944 - 1959 124

Trades Designated Under the Apprenticeship Act and Tradesman's Qualification Act: Year Designated . 129

Apprentices Registered for Technical Training by Institution: 1960 to 1966 155

Apprentices Registered in Alberta: Contracts Cancelled: Year 156

Trades in Alberta Recognized by the Red Seal Program: 1972 168

Apprentices Registered for Technical Training by Institution: 1967 - 1973 172

Apprentices Registered in Alberta: Contracts Cancelled: year 173

Provincial Government Departments That Controlled Apprenticeship: 1959 - 1980 180

Trades Designated Under The Manpower Development Act: Division: Year 197

Apprentices Registered for Technical Training by Institution 208

Apprentices Registered In Alberta: Contracts Cancelled. 209

Apprentices Registered in Alberta: Contract Cancellations 1960 - 1979 210

Trades in Alberta Recognized by the Red Seal Program: 1979 213

Numbers of Apprentices Registered In Alberta: Contract Cancellations: 1980 - 1985: Year . . . 249

Apprentices Registered For Technical Training By Institution 1980 - 1985 251

Trades in Alberta Recognized by the Red Seal Program: 1985 253

Provincial Departments of Control: Apprenticeship: Years 259

Trades Under the Manpower Development Act: Division: Year 288

Trades Designated Under the Red Seal Program: Year . 289

Numbers of Apprentices Registered In Alberta: Contract Cancellations: 1986 - 1989: Year 289

Director of Apprenticeship In Alberta: Years 310

Provincial Government Department That Controlled Apprenticeship: 1944 - 1990 311

Apprenticeship Trades Controlled by the MANPOWER DEVELOPMENT ACT 314

Trades in Alberta Recognized by the Red Seal Program: Year Effective 315

Numbers of Apprentices Registered: Contract Cancellations: Year 331

Numbers of Apprentices Registered: Contract Cancellations: Year 332

LIST OF CHARTS

Organization of Apprenticeship in Alberta: 1944 . . . 111

Organization of Apprenticeship 1965 154

Proposed Organization of Apprenticeship 1973 174

Organization Chart for the Department of Manpower Showing Responsibility for Apprenticeship Training . . . 238

Organization for Alberta Career Development and Employment: 1986 255

Organization of Apprenticeship and Trade Certification Career Development and Employment: 1989 287

LIST OF GRAPHS

Percent of Apprentices Attending Technical Training by Type of Institution: 1966 156

Percent of Apprentices Attending Technical Training by Type of Institution: 1973 172

Percent of Apprentices Attending Technical Training at Institutes of Technology and Public Colleges . . 212

Percent of Apprentices Attending Technical Training by Type of Institution: 1985 252

Percent of Apprentices Attending Technical Training by Type of Institution: 1989 290

Apprenticeship Participation in Alberta by Year 1946 - 1955 325

Apprenticeship Participation in Alberta by Year: 1956-1965 326

Apprenticeship Participation in Alberta by Year: 1966-1975 327

Apprenticeship Participation in Alberta by Year: 1976-1985 329

Apprenticeship Participation in Alberta by Year: 1986-1989 330

Percent Apprentices Attending Non-university Institutions for Technical Training: 1970 . . . 335

Percent Apprentices Attending Non-university Institutions for Technical Training: 1980 . . . 336

Percent Apprentices Attending Non-university Institutions for Technical Training: 1989 . . . 337

LIST OF MAPS

Location of the Provincial Institute of Technology and Art: 1960 134

Location of Institutes and Public Colleges Offering Technical Training to Apprentices: 1963 151

Non-university Post-secondary Institutions Offering Technical Training to Apprentices: 1976 202

Regional Offices of Apprenticeship and Trade Certification: 1979 205

Non-university Post Secondary Institutions in Alberta Offering Technical Training to Apprentices: 1979 209

Regional Offices of Apprenticeship and Trade Certification: 1980 215

Non-university Post Secondary Institutions in Alberta Offering Technical Training to Apprentices: 1983 233

Non-university Post-secondary Institutions Offering Technical Training to Apprentices: 1984 237

Regional Offices of Apprenticeship and Trade Certification: 1984 242

Location of Institutions of Advanced Education that Offer Technical Training to Apprentices: 1990 315

Location of Regional Offices and Regions of Apprenticeship and Trade Certification: 1990 . . 318

CHAPTER I

THE PROBLEM

INTRODUCTION

Some form of skill training has been with man since the beginning of time. When man first discovered how to control fire, these skills needed to be transmitted through the group order to ensure its safety and survival. As time progressed and societies were formed, the skills required by the groups that formed the bases for societies became more complex, and those skills had to be taught throughout the membership of the group. The coming of the tool age produced both the division of labour within society and the first skilled artisans - tool makers, potters and wood carvers. Each group of artisans passed its skills from one generation to the next through the use of mimicry and on-the-job training. According to Stamp (1970), this type of demonstration and instruction became the first formal education system: apprenticeship (p. 6).

The skills that were taught became increasingly more complex; as a result, the methods of transferring them became more common and ingrained into the fabric of societies which were evolving from nomadic, toward agrarian, and into industrialized societies. Apprenticeship became more formalized in order to cope with the demands set upon this kind of training by society. The formalization of the apprenticeship system grew to include written contracts specifying the training the apprentice was to receive, as well as the responsibilities of both the trainer and trainee. Apprenticeship contracts were drawn between master and apprentice as early as 183 A.D. (Westermann, 1914, pp. 605-606).

Apprenticeship remained the same over a long period of time. It included provisions for the care and housing of the apprentice during the period of training, specified lengths of training and wages due the apprentice. In a series of essays on apprenticeship, circa 1914, Scott states it was the responsibility of the master to teach the apprentice reading, writing and simple arithmetic in the course of apprenticeship (p. 27). In the event of dispute between the master and the apprentice, provisions for appeal to local authorities by both parties were included in the apprenticeship contract.

Major changes in the system of apprenticeship used by the English occurred during the Industrial Revolution. At this time the political forces in the industrialized world became driven by the market place. Because the state or town would no longer be responsible for the welfare of the average citizen, that citizen would have to be responsible for all "but the evils that a prudent man could not foresee; for the rest, it was up to him to make whatever provision he could" (Thomis, 1974, p. 14). At this point centuries of Apprenticeship Laws in England were overturned. This led not only to the decline of apprenticeship but also to gross abuses of child labour.

A shift in the economy to a "consumer" orientation precipitated the fall of the skilled labour trades. Although demand for skilled labour still existed, because of competition between industries and factories, little time was available to fully train tradesmen in their areas of expertise. Apprentices were no longer working in close concert with a master. Only those skills that were needed to perform the tasks immediately required on the production line were taught. Workers could no longer transfer these skills from one job to another, or from one employer to another (Dobbs, 1919, p. 237).

In the latter part of the Industrial Revolution, educators and philanthropists began to offer manual trade instruction in some schools and colleges of the industrial world. This was an effort to augment the existing training received in industry. Later, with the increased concern of consumer safety and the development of new technologies, the governments of these industrialized nations were forced to reassume an active role in the training of a skilled labour force through apprenticeship.

In Canada, politicians at both the federal and provincial levels debated the concept of federal aid to the provinces for technical education. In 1909, Mackenzie King, the Federal Minister of Labour, pondered the issue of interfering with provincial rights in education (Rogers, 1935, p. 40). It had become abundantly clear that the provinces, alone, did not have the financial base to afford the bill associated with such training. The federal government appointed a Royal Commission to investigate technical education in Canada and abroad. As a consequence, the federal government became indirectly involved in education and training for skilled labour.

The Royal Commission on Industrial Training and Technical Education submitted its final report in 1913. Since the issuance of that report, the Federal Government has legislated eight acts (See Appendix A, p. 354) to provide financial support to both secondary school vocational education and post secondary technical education. During the Second World War federal authorities became cognizant of the need for a formalized system of apprenticeship in Canada if the country would be able to maintain its position as a leading, industrialized nation after hostilities ceased. As a result of this realization, federal legislators enacted the Vocational Training Coordination Act (1942) to promote the training of apprentices in trades that could be designated under future provincial apprenticeship legislation. The Vocational Training Coordination Act empowered the Federal Minister of Labour to enter into agreements with the provinces to provide financial assistance to them for vocational training in various areas, one being the training of apprentices.

The federal government's role in apprenticeship training was limited to providing financial assistance to the provinces because education is a provincial responsibility. As a result of this legislation, Alberta became one of four provinces which enacted Apprenticeship Acts. The other provinces were: Manitoba, Saskatchewan and New Brunswick. The Vocational Training Coordination Act was repealed by the Technical and

Vocational Training Assistance Act (T. V. T. A.) in 1960, but agreements that were signed under the Vocational Training Coordination Act, such as Alberta's Apprenticeship Act (1944), continued under T. V. T. A.

Historically, Alberta has had nearly fifty years of experience with apprenticeship. That involvement has not been subjected to any type of formalized research. No researcher has made an effort to trace the evolution or development of apprenticeship in Alberta.

PURPOSE OF THE STUDY

The major thrust of this descriptive study was to trace and describe the evolution of Apprenticeship and the sequence of legislative enactments responsible for the development of Apprenticeship in Alberta from 1905 to June 1990.

SUPPORTING OBJECTIVES

The following objectives were used to support the major purpose of this study:

To identify the origins of Provincial Legislative Enactments that terminated in the passage of The Manpower Development Act and which had an influence on the evolution of Apprenticeship in Alberta;

To trace the evolution of the life-cycle of apprenticeship through the years, as the economic base of the province moved from an agrarian society to an industrial one, and to examine the effects that these changes had on the apprenticeship process and program;

To show the growth of the number of apprenticeable trades in Alberta as the province became more urban based and diversified its economic structure as a result of a larger population that required more skilled people to service its needs;

To document the role that the Federal Government had on the legislative history of the Apprenticeship Program in the province;

To examine the process of the Apprenticeship and Industrial Training Review that was conducted in Alberta in 1988 and the status of that Review at the time this study was completed.

LIMITATIONS

One of the major limitations placed on descriptive research, which relies heavily on bibliographical sources for information for analysis, is the manner in which the researcher interprets these historical data. The biases of the researcher, or the authors of the research material being reviewed and analyzed, could cloud the intents of the persons or groups involved. This is, of course, inherent to any historical research. Van Dalen (1962), in _Understanding Educational Research_, stated:

> Printed and written materials are not necessarily accurate. Sometimes clerks make errors in recording information; committee members conceal their real convictions when writing reports; official records are altered or slanted to give a better picture of conditions than actually exist; . . . personal documents such as diaries, autobiographies, or letters are forgeries or attributed to the wrong author. (p. 194)

Another limitation imposed on this study was the research parameters, which are mainly bibliographical. This study was concerned with the legislative history of the events and enactments that were related to the evolution of the Provincial Apprenticeship Program. To diminish the study's bibliographical emphasis, interviews were conducted with present and past directors of apprenticeship who have provided leadership to the system.

An additional limitation imposed on this, or any other historical research, is the availability of material in the form of minutes of meetings, journals, diaries or logs, annual reports, or textbooks for the researcher to review. Two of the early Directors of Apprenticeship who were responsible for the system in its formative stages are no longer available. Access by the researcher to archival collections of primary sources placed an additional limitation on the study. Closely related to this limitation was the fact that no other study on the evolution of the Provincial Apprenticeship Program had been completed or listed in any of the indices, data bases or references that report the findings of formalized research. The study was complex because of the myriad pieces of legislation that were enacted, in the form of regulations and

Orders-in-Council specific to apprenticeship training and certification. This placed another limitation on the study.

It is possible that other sources of information on Apprenticeship are held by Provincial authorities, but, because of their confidentiality, were not made available to the researcher. The inability of the researcher to gain access to that information could place an additional limitation on the study.

This study was also limited by the specificity of the topic, Apprenticeship, which negated research into related topics such as Academic Upgrading and Basic Job Readiness Training.

ASSUMPTIONS

A number of assumptions were made that specifically applied to this descriptive study.

This study has assumed that the records contained in the Debates of the House of Commons and those of the debates related to apprenticeship legislation in the Alberta Legislature recorded in Hansard were accurately recorded. It has also assumed that the records of the bills enacted by the House of Commons and the Alberta Legislature were recorded accurately.

It has assumed that the references chosen for this study were as free of author bias as is humanly possible, and that the sources quoted by these authors were cited accurately as well as being free of author bias.

It has assumed that those candidates selected to be interviewed have provided the researcher with information that was accurate and without bias.

SIGNIFICANCE OF THE STUDY

A thorough review of the standard references and data bases, which report the findings of educational research and which are housed in the libraries of the University of Alberta and the University of Calgary, revealed that no research was completed that dealt with the evolution of apprenticeship in Alberta. This void both helped to establish significance for this study and enhanced the applicability of its final results as a base document for future researchers who investigate the Apprenticeship Program in Alberta or in other provinces.

Historians and researchers interested in the evolution of Alberta's Apprenticeship Program may find some of the information in the final report, or in its bibliographic entries, of interest, particularly when these individuals study the growth of the Apprenticeship Program in Alberta. Researchers may find the format of this study useful should they conduct a similar study into the evolution of other training programs.

The results of this study may be significant to both undergraduate and graduate students enroled in Vocational

Education at the University of Alberta and other North American universities offering similar teacher education programs. This research deals with one of the major educational undertakings studied by such students, apprenticeship.

DEFINITION OF TERMS

There are a number of terms used in the preparation of this report that need to be defined for the reader. They are essential to the content of the report, and must be clearly understood if the report is to have significance for the reader. These terms are specific to the research and are limited to the study.

APPRENTICE

The first provincial definition of the term "apprentice" appeared in The Apprenticeship Act of 1944 of Alberta. According to that Act an apprentice refers to "a person who is at least sixteen years of age who enters into a contract of service in accordance with this Act, whereby he is to receive from or through his employer, instruction in any designated trade" (Statutes of Alberta, 1944, p. 111).

Approximately thirty years later, when The Manpower Development Act received Royal Assent in the provincial legislature, May 19, 1976, the definition of apprentice was modified slightly from the original definition that appeared in the Apprenticeship Act. In The Manpower Development Act an apprentice is defined as a person:

> (i) who is at least 16 years of age, and
>
> (ii) who enters into a contract of apprenticeship in accordance with Part 3 [of the Act] under which he is to receive from or through his employer instruction and continuous employment based on the amount of work available in a designated trade; (Statutes of Alberta, 1976, Chap. 31)

How an apprentice fits into the mosaic of apprenticeship training is fully described in a subsequent chapter of this report.

APPRENTICESHIP

Apprenticeship is a training program through which an individual earns a wage while he learns the skills, knowledges, attitudes and understandings required to become a competent tradesman by combining on-the-job with in-school technical training (Apprenticeship Opportunities, undated, not paginated). It is a program which leads to certification as a journeyman.

This program is a combination of on-the-job training (practical) with technical training (theory). The practical training an apprentice receives is under the supervision of a journeyman and lasts for a specified period of time.

In Alberta, Apprenticeship is formal, on-the-job training that is industry driven, and follows the standards established by industry in conjunction with Apprenticeship and Trade Certification. The term of apprenticeship can vary in length from one to four years, depending on the trade or occupation, with the majority of programs lasting three to four years. Each year is equal to one "training period". During the term of apprenticeship, the apprentice is required to attend at least one section of technical training. The length of this session can vary from four weeks to twelve weeks for each year of training, depending on the trade. The theory of the is taught in the institutes of technology, in the seven public colleges, or in private industry. Apprenticeship and Trade Certification assigns the apprentices to one of these institutions for technical training. For 23 of the 53 designated trades in the province, four weeks of technical training are required for each of the four training periods. Apprentices attending technical training courses are provided income support by the Canada Employment and Immigration Commission.

At the end of each technical training period, the apprentice is required to complete an examination prepared by personnel of Apprenticeship and Trade Certification. To achieve a passing grade the apprentice must score 65% or above. A supplemental examination may be administered to those who fail the first exam. Apprentices who have failed to pass are required to repeat the technical training for that period. In order to progress from one period of apprenticeship to the next the apprentice must "pass the apprenticeship examination; receive an acceptable mark in the course; obtain the required number of hours of work experience; and receive a satisfactory report from . . . [the] employer (Alberta's Apprenticeship Program, 1980, undated, p. 2). When these criteria have been met, a progress report showing these results is sent to the apprentice and to the employer of the apprentice.

After the apprentice successfully completes the required periods of training, the individual receives an Alberta Completion of Apprenticeship Certificate. In addition, either a Proficiency Certificate or a Qualification Certificate is issued depending on the trade for which the person has qualified.

There are two kinds of regulated trades in the province: trades that require compulsory certification, Proficiency Trades, and trades that have voluntary certification, Qualification Trades. People who work in Proficiency Trades must have either a Proficiency Certificate or be an indentured apprentice. Certification requirements for persons working in a Qualification Trade state that they may work without certification, provided they have two to five years of acceptable work experience and provided they are paid a journeyman's wage. Individuals who are working in a Qualification Trade who do not meet these requirements must become an indentured apprentice (Alberta's Apprenticeship Program, 1980, undated, p. 2).

There are a number of trades in which a graduate apprentice can qualify for the Interprovincial Red Seal. This seal is awarded to those people who have successfully completed their programs and who have received a mark of 70% on an interprovincial examination. The Interprovincial Red Seal means that the trade qualification is accepted in other provinces of Canada which participate in the program. How the Interprovincial Red Seal program evolved is described in a subsequent chapter of this report.

While enroled in an apprenticeship program the apprentice is usually paid an hourly wage which increases progressively, by regulation, as the apprentice gains more experience and graduates to the next year of the program. Apprentice wages usually start at approximately 45% of the journeyman's wages and increase progressively to 90%, depending on the trade and the period of apprenticeship (Alberta's Apprenticeship Program, undated, p. 2).

CONTRACT OF APPRENTICESHIP

Part 3 of The Manpower Development Act (1976) describes the procedures for the training and certification of workers engaged in designated trades. The Contract of Apprenticeship is the first step in the process of apprenticeship training. When a Contract of Apprenticeship is required, it is the joint responsibility of the employer and the prospective apprentice to apply for a certificate of apprenticeship. This contract is signed by: "(a) the prospective apprentice and, if he is a minor, by a parent or guardian of the prospective apprentice, (b) the employer, and (c) the Director [of Apprenticeship and

Trade Certification]" (The Manpower Development Act (1976), Part 3, Division 1, subsection 24).

The form of this Contract is prescribed by the Director of Apprenticeship and Trade Certification, and is approved by the Apprenticeship and Trade Certification Board. The Contract of Apprenticeship is an agreement which formally indentures the apprentice to the employer for a fixed period of time. This Contract is registered with the Alberta Government through Apprenticeship and Trade Certification. Apprenticeship and Trade Certification also administered the system and provides technical school training while monitoring the progress of the apprentice (Apprenticeship Opportunities, undated, not paginated).

TERM OF APPRENTICESHIP

According to the definition provided by The Manpower Development Act (1976), term of apprenticeship means "the interval of time established by regulation that an apprentice is required to serve from entry into completion of an apprenticeship contract" (sub-section (g), p. 2).

JOURNEYMAN

The Manpower Development Act (1976) provides this definition for the term "journeyman" "a person who is, in the opinion of the Director, an experienced and skilled worker in the relevant trade, whether or not that person holds a Certificate of Qualification for the trade." (Manpower Development Act, General Regulations, Section 1, subsection (f), (ii)) Implicit in this definition is a level of competence and a level of qualification.

TRADESMAN

A term closely related to the terms "apprentice" and "journeyman" is the term "tradesman". In the preamble to The Tradesman's Qualification Act of 1936 of Alberta, a tradesman is said to be a person who holds a certificate of proficiency in a trade; in other words, he is a person competent in that trade.

DATA COLLECTION

The following primary sources were used to collect information, facts and statistics related to the study: the Annual Reports from predecessor departments of Alberta Career Development and Employment; the present and past Directors, or Executive Directors, Apprenticeship and Trade Certification; federal and provincial legislation enacted to formalize the Apprenticeship Program in Alberta; annual reports of both the federal and provincial departments of labour; minutes of the meetings of the Apprenticeship Board; publications on apprenticeship released by the Apprenticeship Branch; House of Commons Debates; and Hansard.

Secondary sources were also reviewed for information on the evolution and development of Alberta's Apprenticeship programs. These sources included: references written by other researchers or authors on the topic of Apprenticeship in Canada and, specifically, in Alberta. Other secondary sources included newspapers published in the two major population centres of the province.

Information from primary and secondary sources were supplemented with information collected from interviews with individuals who have served, past or present, as Directors of the Apprenticeship Branch, Chairmen of the Apprenticeship Board, selected Provincial Apprenticeship Committee members and staff of Apprenticeship and Trade Certification.

INSTRUMENTATION

As discussed in the preceding paragraphs, interviews were conducted with the individuals identified. A structured interview schedule needed to be designed that would include a number of open-ended questions. To assist the researcher with the design of the interview schedule, the existing literature on instrument design was reviewed to determine the process used to prepare an interview schedule and the procedures used to implement it. This review of the literature provided the opportunity to examine various types of instruments used in educational research and to determine the procedures used to create a reliable instrument that had content validity.

The instrument selected was an interview schedule to be used with a quasi-structured interview. Hills and Kerber (1967) in Models, Methods and Analytical Procedures in Educational Research states this about interviews:

> The interview method depends upon the ability of two or more persons to communicate well. It is a face-to-face relationship in which one participant seeks information from the other(s). The interview method has a definite objective, hence a certain functional unity. (pp. 58-59)

Van Dalen (1962), in Understanding Educational Research, discussed interview types and maintained that, because of the restrictions placed on the respondent's answers, varied but complete responses occurred when this type of instrument was employed for data collection (p. 259). Some other advantages of structured interviews are: a much higher response rate as compared to self-administered questionnaires, an opportunity to clarify points of confusion on the part of the respondent or due to the wording of a question, and the chance to correlate body language to the respondent's answers aiding the researcher to cross-check responses (Eckhardt & Ermann, 1977, p. 222).

Prior to being used in a pilot study, the instrument was reviewed by a design specialist at the Department of Educational Psychology, Faculty of Education, the University of Alberta. Following this the instrument was modified, taking into account the recommendations made by the reviewer.

The redesigned interview schedule was piloted with individuals who are knowledgeable about the apprenticeship system, but who were not involved in any phase of the research. The participants selected for the pilot study phase of the research were taken from the Edmonton Office of Alberta Career Development and Employment, Apprenticeship and Trade Certification Division, in consultation with the Executive Director. Selection of these individuals was based primarily on their knowledge of how apprenticeship functions to develop skilled manpower in the province, and their availability to the researcher.

POPULATION FOR INTERVIEW

Individuals selected to be interviewed were persons who were intimately knowledgeable about the direction and management of the Apprenticeship Program in Alberta and its evolution. This group consisted of present and past directors of the Apprenticeship Branch, Chairmen of the Apprenticeship Board, selected members of the Provincial Apprenticeship Committees, as well as members and staff who are specialists in the field of Apprenticeship Education employed by Alberta Career Development and Employment and its predecessor departments in the provincial government. No selection criteria were established because those who formed the population were the most familiar with apprenticeship in the province.

METHODOLOGY

The following methods were used to collect data for this study.

The major method of data collection was bibliographical. In completing this portion of the research, the libraries in the major western Canadian universities were searched either in person or through the inter-library loan system for references that were related to this study. A major source of the statistical data that were reviewed and analyzed, were the available annual reports of those who directed the apprenticeship program in the province since its inception.

Other primary sources of bibliographical information researched included federal and provincial statutes as these pertain to apprenticeship legislation. Additional primary sources that were reviewed included the House of Commons Debates, Hansard, the Annual Reports of the federal and provincial departments involved with Apprenticeship and Trade Certification in Alberta.

To supplement the information collected through the library search, selected individuals in the province who provided leadership and direction to apprenticeship as it evolved were interviewed. These individuals were identified in the previous section under the heading "Population". A structured interview schedule was developed following the procedures enumerated under "Instrumentation" and used during the interview sessions. Prior to being used in the Data

Collection phase of the investigation, the interview schedule was pre-tested in a pilot study. The purposes of this phase of the research was also described in the last paragraph of the section labelled "Instrumentation". Before an interview began permission was requested of the interviewee to audio tape record the interview so that no detail would be lost. The interviewee was informed to assure confidentiality and anonymity of the taped material this material was available to the researcher only. These individuals were given the assurance that the tapes would be electronically erased at the conclusion of the research.

These data were used to structure the organization and results found in this thesis.

ORGANIZATION OF THE REMAINING CHAPTERS

The remaining chapters of this study are organized as follows:

Chapter II	Review of Related Research
Chapter III	Apprenticeship to 1939
Chapter IV	The Period 1940 to 1959
Chapter V	The Period 1960 to 1979
Chapter VI	The Period 1980 to 1989
Chapter VII	Summary, Observations, Conclusions and Recommendations for Further Study

CHAPTER II

REVIEW OF RELATED RESEARCH

INTRODUCTION

The first chapter described the problem to be researched and presented the research methodology that would be required to collect essential data needed to complete this thesis. The second chapter, in support of the research design, will consist of two sections. The first section will be devoted to a review of research that is related to the current investigation. The second section will review the literature that is related to the apprentice and apprenticeship training per se.

It became evident during the literature search that the amount of educational research completed on Apprenticeship in Alberta is not overwhelming. There are few researchers from the province who have completed research in the area of vocational and technical education. These researchers, in some cases, included a limited amount of information on apprentice training. Not one of these people reported specifically on the evolution of the Apprenticeship Program in Alberta.

To assist with the identification of pertinent literature a computer search utilizing the Educational Resources Information Center (ERIC) data bases, including Resources in Education (RIE) and Current Index to Journals in Education, (CIJE) was instituted. In conducting this search the following descriptors were selected from the ERIC Thesaurus (1988): Apprenticeship and Canada or Alberta, Apprenticeship and Educational History, Apprenticeship and Educational History linked to the terms Skilled Workers or Industrial Education or Industrial Training or Technical Education or On-the-Job Training or Certification or Vocational Education or Trade Training or Trade and Industrial Training. This procedure, using these descriptors, resulted in a total of fifty-six listings. Most were discarded as being unrelated to the current study. From this procedure only one article was selected to be reviewed in this study and it is discussed in a subsequent section of this chapter.

The data base, Exceptional Child Education Resources (ECER), was searched using the descriptor "Apprenticeship". Twenty-two sources were recorded but had to be rejected because they dealt with the exceptional child and the training required for their integration into society.

DISSERTATIONS AND THESES

From a review of Dissertations Abstracts, Canadian Educational Index and the Directory of Education Studies, dissertations by Bryce and Glendenning, as well as theses by Yee, Ramsay, Broad, Lowe and Simon were identified as having some relevance to the present study.

Bryce (1970) completed a doctoral dissertation, The Technical and Vocational Training Assistance Act of 1961-1967:

An Historical Survey and Documentary Analysis. This work is an in-depth study of the *Technical and Vocational Training Assistance Act* (T.V.T.A.) (1960) which made funds available to the provinces for the construction and equipping of training facilities in the skilled trades, both at the secondary school level and at the non-university, post-secondary school level. Glendenning (1964) reported the findings of his research in *Impact of Federal Financial Support of Vocational Education in Canada*; they documented the growth of federal funding for vocational education and technical education in Canada under the authority of federal legislation from 1913 to 1960.

Yee (1977) conducted research into the processes used by apprenticeship branches in Canada to accredit military trade experience towards trade certification in civilian life. His thesis, *A Description of the Procedures Used for Civilian Accreditation of Military Occupations in Canada*, includes a section that deals specifically with an overview of the evolution of apprenticeship in Alberta.

Ramsay (1974) investigated apprenticeship dropouts in three trade areas in his thesis *Apprenticeship Discontinuance in Three Trade Areas*. He does not investigate the operation of apprenticeship as a possible cause of discontinuance, but does attempt to catalog the most apparent causes from interviews and surveys completed by discontinued apprentices. Broad (1972) researched alternative styles for skill training in apprenticeship. His thesis, *A Systems Model for Apprenticeship Training*, advocated a program of modular learning with flexible, block, release time between technical training at school and training on the job. Broad does not examine the existing system of apprenticeship; rather, he proposes an alternate system as a replacement.

Lowe's thesis, Technical and Vocational Training in Alberta - A Descriptive Study of its Development (1963), centres on the growth and development of technical training in Alberta from 1911 to 1963. Emphasis is placed on the influence that both the provincial and federal governments had on the course of development of technical education through their funding policies. Although the focus of this research was on the development of technical education in Alberta, it does not deal extensively with apprenticeship.

Simon (1963) reported the findings of his research in his thesis, History of the Alberta Provincial Institute of Technology and Art. To collect data for his study, Simon examined a variety of primary sources. These bibliographical investigations were supplemented with interviews with persons professionally involved with technical education in the province. Simon provides a description of apprenticeship technical training enrolments at he institute prior to 1960.

Each dissertation or thesis will be reviewed in a subsequent section of this chapter.

RELATED RESEARCH

BRYCE (1970)

Bryce (1970) in The Technical and Vocational Training Assistance Act of 1961-1967: An Historical Survey and Documentary Analysis, described the genesis of The Technical and Vocational Training Assistance Act (1960) (T.V.T.A.) by tracing the birth of this Act and its subsequent growth into maturity. The research starts in the early 1900's, and follows through the many changes in federal governments and the subsequent changes in policy as a result of the ebb and flow of political tides.

Bryce defined the framework of his investigation carefully by defining the roles of the "partners-to-be" in T.V.T.A. He accomplished this by tracing federal rights and responsibilities in education, focusing on the aspect of the financial grants (controls) available through the federal government to the participating provincial governments. Bryce suggested that although education was a provincial responsibility, careful control of the directions that responsibility took could be exercised by control of vast amounts of monies the federal government was prepared to invest in vocational education and technical education.

Bryce built a background of information as a base to understand the purpose of T.V.T.A. by showing the direction the federal government had taken during its previous attempts to aid the provinces in vocational education or technical education. Bryce placed federal aid to these two, specific types of education to the provinces in two time frames: assistance prior to 1936, and assistance after 1936 ending at 1957.

This researcher made the distinction between three terms: technical, vocational, and education. These terms are often used as synonyms, both by authors and researchers, and such use tends to confuse the reader. To show the distinction between them Bryce provided the following:

> In the pre-World War II period in Canada the terms "technical" and "vocational" education were used interchangeably as having to do with training for work. However, after that period the term "technical education" commonly referred to what was done in the way of technical training at the level of a technical institution or a university. "Vocational training" (or education) referred to what was done at a less sophisticated level (high schools, trade schools, industry). . . . It may be noted further that federal publications from the late 1930's and on assiduously avoid the term "education" in preference to the less provocative term "training". (Bryce, 1970, pp. 61-62)

The care taken by federal legislators to avoid terming a program "education" indicates their cognizance of the provincial government's responsibility for education and the federal government's fear of being seen as infringing upon that responsibility.

Bryce provided a detailed review of the Royal Commission on Industrial Training and Technical Education which started receiving briefs following its establishment in 1910. The final report of the commission was tabled in Parliament in

1913. This Commission was also known as the Robertson Commission, after its chairman Dr. J. W. Robertson. In describing the work of the Commission Bryce wrote the following:

> Members of the Commission travelled extensively throughout Canada, the United States, Great Britain and industrialized Europe. Their report consisted of four separate parts in two volumes encompassing some 2,354 pages. . . . In light of events in vocational education which came to pass in the "fifties" and the "sixties", the report makes fascinating reading. Canadian education was scathingly denounced as suited only to training (sic) the university bound person, neglectful of the education of others not so destined, and 'bookish to the extreme'. (Bryce, 1970, p. 67)

The Royal Commission on Industrial Training and Technical Education and its work, as it relates to apprenticeship training, will be reviewed in a following section of this chapter.

Bryce discussed and analyzed, in detail, each of the eight legislative acts that were enacted by federal legislators from 1913 to 1957 for the purposes of granting funds to provincial governments for the support of vocational education at the secondary school level, and for technical education at the post-secondary school level. With the exception of the Agricultural Instruction Act of 1913, funding for the remaining acts was on a matched, cost-shared basis between the federal and provincial governments. Of the acts that Bryce analyzed, the one that is the most significant to this research is the Vocational Training Coordination Act, which was enacted in 1942 and terminated with the passage of the T.V.T.A. in 1960. As

Bryce pointed out in his discussion, it was the under the terms of this Act that federal provincial agreements on apprenticeship first surfaced (Bryce, 1980, pp. 102-103).

The research by Bryce was only tangentially related to the current investigation because of its emphasis on the development, implementation and demise of the T. V. T. A. Bryce had little to report on the evolution of the apprenticeship system in Alberta.

GLENDENNING (1964)

Glendenning's research attempted to show the impact of federal financial involvement with industrial and technical education in Canada. This research concentrated on the developments in vocational education from 1919[1], the Technical Education Act, to 1960, the Technical and Vocational Training Assistance Act. Glendenning demonstrated the effect federal funding had on vocational education through careful examination of changes in curricula and the growth in the number and quality of the facilities following each of the federal enactments dealing with vocational training or education.

Glendenning (1964), in his examination of apprenticeship, stated:

> Although apprenticeship as a technique for developing occupational competence was actively discussed and urged as part of the national

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[1] This does not cover the time of the Agricultural Instruction Act (1913) in which the federal government invested funds in training for agricultural pursuits.

> vocational training program in the early 1920's, provincial apprenticeship legislation was slow to evolve and federal-provincial apprentice training agreements [underlining in original] did not emerge until 1944. The first agreements were for a ten-year period and required each participating province to have a suitable apprenticeship act. (pp. 63-64)

Glendenning also indicated that these Federal-Provincial Training Agreements were renewed in 1954 and were being negotiated for renewal at the time of the completion of his research in 1964.

Glendenning's research gave an excellent time-line of the passage of federal legislation for vocational education and showed the scope of the investment the federal government had in vocational education in Canada. However this research was limited in its value to the current study because of both its national scope and the lack of focus on apprenticeship rather than on the all encompassing area of vocational education.

YEE (1977)

In this research Yee investigated the system used to obtain civilian accreditation for experience in apprenticeable trades in the military. A Description of the Procedures Used for Civilian Accreditation of Military Occupations in Canada reports these findings. The problem many retiring or discharged service personnel experienced was that there was no set procedure for equating military experience to the comparable trade in civilian life. Many of these ex-service personnel were not aware that they could receive standing with a civilian apprenticeship branch for their trade experience in the military. Yee (1977) stated that "The procedures used by civilian personnel to identify the components of a military occupation have neither been released to the general public nor have been reported in the professional literature" (p. 2). He concentrated his research on Canada and the United States, dividing the history of vocational education into two time frames: the first, antiquity - when training was informal and the second, when the training became more formal through the introduction of vocational education to the secondary schools. This researcher traced the career path a military tradesman had to take and then traced the path a civilian apprentice tradesman had to follow in order to become a journeyman. The operation of the Apprenticeship Branch in Alberta, as well as the scope of the Interprovincial Standards Program, were also examined by Yee.

Some of the conclusions of Yee's investigation were: all civilian participants in the research used time in the trade as an element in their decisions to grant service personnel advance standing in the trades, military personnel had major difficulties passing the higher level qualification tests set by the various apprenticeship branches, service personnel could not prove time in the trades, and some service personnel lacked formal training in the trade in which they were seeking accreditation.

One of the major recommendations made by Yee concerned accreditation in all provinces. The civilian authorities responsible for apprenticeship programs across Canada should institute a standardized set of written guidelines for determining advance standing for military personnel seeking journeyman certification or advance accreditation in apprenticeship. Another recommendation made by Yee (1977) was that the civilian authorities avoid equating military pay scales with the level of pay received by an apprentice for the purpose of deciding advance standing (pp. 182-183). Yee also recommended that military authorities produce a brochure, in co-operation with civilian authorities, describing the procedures to be followed by service personnel who apply for advance standing, and that all military service tradesmen maintain an accurate log book of training received.

Yee's research was tangentially related to the current study because of its concentration on the process of accreditation between the military and civilian trades rather than on the terms of apprenticeship for both areas.

RAMSAY (1974)

The work of Ramsay, Apprenticeship Discontinuance in Three Trade Areas, examined the possible causes of non-completion of apprenticeships in three trade areas in Alberta. Ramsay, through the files of the Apprenticeship and Trade Certification Board, attempted to contact all the apprentices who suffered interruptions in their training in the chosen three trade areas over a four year period. Apprentices who did not complete the first year training were not included in the study because their records were not retained on file.

Ramsay described these clients by trade, by the years of training completed and by the year in which they terminated their apprenticeships. Other criteria for classification were age, marital status, education, father's education, financial status and the reasons for entering apprenticeships. From these descriptors, but without conducting a control study on a group of journeymen completing in the same years, Ramsay drew a composite of his typical, discontinued apprentice. Most of them likely shared the following characteristics: were high school dropouts, were sons of poorly educated fathers and felt that apprenticeship was not what it should have been (periods of unemployment, low wages, poor working conditions). The majority had left apprenticeship for economic reasons and felt they would not be likely to return to apprenticeships in the near future, if ever.

Ramsay's research indicated problems in either the perceptions of apprentices entering training or the process of skill training through apprenticeship. Although the results of his study were germane to apprenticeship, there was little in this research that describes how the apprenticeship system evolved from its inception in 1944 to 1974, the time of the study by Ramsey.

BROAD (1972)

Broad's study, A Systems Model for Apprenticeship Training, proposed an altered program of training for apprentices in trade areas. Broad postulated that skill training must be kept continually current to have real value in a society involved in rapid, technological change. He maintained that apprenticeship training in Alberta in 1972 was inadequate to this challenge.

Broad examined two types of apprenticeship training and drew from both philosophies to construct his model. The first was the German system where the training time is fixed, but the amount of training is not. The trainees could progress through the system with the more apt apprentices working faster and covering more material than the less apt trainees. There are multiple exit points in the program to allow apprentices who have reached the terminal point in their training to leave, allowing more resources to be invested in the more able apprentices. Here, the training time is fixed but the terminal skills of the apprentices completing the period of training vary (Broad, 1972, p. 77). The English system has only one exit point to the program, and the terminal skills of the trainees are fixed at the same level, but the training time varies to suit the needs of the apprentice (Broad, 1972, pp. 77-78).

Broad's construct defined the desired objective of apprenticeship training to be "the development of a worker who can carry out each of the tasks of his trade at the 'experienced worker' [original quotes] standards of time, accuracy and quality, and who will be well received by good employers, fellow tradesmen and consumers at large" (Broad, 1972, p. 64). To attain this goal Broad suggested the employer be responsible for developing and delivering some of the training needed by the apprentice. Training would be divided between off-the-job and on-the-job training. This would enable the employer to tailor the training to compliment his unique situation. Off-the-job training would be modularized to enable more flexible training periods for the apprentice and the employer. The basis of the system was a feedback loop from the employer and apprentice to the training board (presumably the Apprenticeship and Trade Certification Board or some replacement). This loop allowed for rapid changes in the training techniques and curriculum as technology shifts.

Part of Broad's initial steps for his model was the selection of apprentices. These apprentices would be, by selection, motivated. This would have the probable effect of reducing training costs, but would also limit entrance to the program for some applicants. The process of choosing "motivated" [quotes mine] applicants could become a difficult one to justify. Broad did not investigate either the structure or the organization of apprenticeship as a system of manpower skill development.

LOWE (1963)

Technical and Vocational Training in Alberta--A Descriptive Study of Its Development reported the research findings of Lowe. The aim of this research was to "examine the development of technical and vocational training in Alberta, with particular reference to the influence on this development of provincial policy and federal aid" (Lowe, 1963, p. iii).

According to Lowe, the formal birth of technical and vocational education in Alberta can be traced to Calgary in 1911, with Edmonton, Medicine Hat and Lethbridge following in 1913 in the form of night classes for adults. Full-time vocational agricultural training started in 1913 at the three agriculture schools in Olds, Vermilion and Claresholm (Lowe, 1963, pp. 16-17). Lowe showed that, by the end of 1914, there were three basic types of vocational training available in the schools of Alberta. These included Agriculture Education offered at the Provincial Schools of Agriculture at Olds, Vermilion and Claresholm; Commercial (Business Education), in the form of two year courses that were offered in conjunction with the regular high school courses in Lethbridge, Medicine Hat, Calgary and Edmonton; and Vocational Education as night school instruction for adults with heavy concentration in courses devoted to coal-mining and business practice. These courses involved over 2,820 students from 1911 to 1914.

A major part of Lowe's research was tracing the growth of the institute of technology in Calgary from 1913 to 1963. In addition, this researcher traced the evolution of vocational and technical education in secondary and in post-secondary schools in the province. Lowe also reviewed the status of technical and vocational training in these institutions at the completion of his research in 1963.

The work of Lowe was appropriate for one researching either vocational education or technical education, but not for one doing research on apprenticeship training. The researcher found the results of Lowe's work of assistance because it brought together and synthesized, in a single volume, federal legislation designed to fund vocational and technical education. It is unfortunate that Lowe failed to show the role that the Provincial Institute of Technology and Art had in the technical training of apprentices.

SIMON (1963)

Simon completed a thesis to meet the requirements for a Master of Education degree at the University of Alberta. The fundamental purpose of that research was to examine the influences which led to the establishment of the Alberta Institute of Technology and Art in Calgary. From an analysis of that report it was found that the most relevant section to the present study was Chapter IX, Postwar Growth and Development of the Institute. In that chapter Simon described the role the institute had in the formative stages of the technical training portion of apprenticeship training in the province. It is evident from what Simon (1963) wrote that it was four years following the enactment of The Apprenticeship Act (1944) before the technical training of apprentices commenced in May, 1948 (p. 260). As the apprenticeship system continued to expand, an increased number of apprentices attended the institute for technical training.

Simon provides a table in his report that contains enrolment statistics from 1948 to 1961 showing the numbers of apprentices who attended technical training at the institute. These data are considered partial data because they do not show the number registrations. However, these data were significant to this study because many of the apprentice records for the early days of the system were lost in a fire that occurred at the Branch in 1960. Simon preserved some of the records when he reported the findings in his research.

Simon, and most of the researchers that followed him, failed to analyze either the structure or the organization of the Apprenticeship System. The contributions that Simon made to the sparse literature on apprenticeship is acknowledged.

REPORTS

ROYAL COMMISSION ON INDUSTRIAL TRAINING AND TECHNICAL EDUCATION - 1910 TO 1913

A federal report of interest to this research was the Royal Commission on Industrial Training and Technical Education that was tabled in Parliament in 1913. This review, sometimes called the Robertson Commission Report, examined the state of industrial training and technical education in Canada as well as investigating their status in other industrialized countries.

Just after the turn of the twentieth century the federal government, along with labour unions, manufacturer's associations and other stake holder groups, felt that Canada was in danger of falling behind the rest of the industrialized nations of the world because Canada could not supply enough skilled labour to satisfy the needs of its industry. To meet the demand for skilled labour manufacturers were forced to import labour from Europe. Filling jobs with imported labour, while domestic, unskilled labour suffered from unemployment was not a popular program for a government to adopt. In 1910, the federal government struck the Royal Commission on Industrial Training and Technical Education to seek a solution to this dilemma. The mandate of this Commission was:

> [to] inquire into the needs and present equipment of the Dominion as respects industrial training and technical education, and into the systems and methods of technical instruction obtained in other countries, particularly in Great Britain, France, Germany and the United States. (Report of the Royal Commission on Industrial Training and Technical Education, 1913, p. viii)

Dr. J. W. Robertson, the former director of the MacDonald Manual Training Plan, was selected to chair the Commission. Other members included John N. Armstrong, George Bryce, G. De Serres. G. M. Murray, David Forsyth and James Simpson (Report of the Royal Commission on Industrial Training and Technical Education, 1913, p. 57).

Quebec felt it necessary to strongly warn the federal government of the prerogatives of the provinces with regard to education. Quebec did endorse the objectives of the Commission, with the warning that education was, and would remain, a provincial responsibility (Report of the Royal Commission on Industrial Training and Technical Education, 1913, pp. xi-xii). To allay the provincial fears of federal intervention into the provincial sphere of education William Lyon Mackenzie King, Minister of Labour, wrote a letter to the Provincial Premiers assuring them the Commission "[would] be solely for the purpose of gathering information, the information when obtained to be published in a suitable report to be at the disposal of the provinces" (Report of the Royal Commission on Industrial Training and Technical Education, 1913, p. viii).

The Commission began receiving briefs from the public and members of industrial organizations on July 18, 1910, and finished, in Canada, during the first week in December of that year. After a short visit to some cities in the North-Western United States, the Commission returned to Eastern Canada for January and February of 1911. The Commission also received briefs from Denmark, Germany, Switzerland, England, Scotland and Ireland, in addition to the United States and Canada. From these submissions, the Commission formulated its final report and tabled it in Parliament in 1913. This document became the Report of the Royal Commission on Industrial Training and

Technical Education (1913), or the Robertson Commission Report, named after its chairman.

The report recorded the growth, or the lack of growth, that industrial training had experienced in Canada and Alberta, and compared its findings to the state of instruction and training in the major, industrialized nations in the world.

A series of recommendations were made in the report. Among these were constructive handwork for all boys past the age of twelve, book work, practical activities for handwork for boys twelve to sixteen who prefer to enter skilled trades, academic courses designed for students headed to the skilled trades, some types of apprenticeship programs which were not in place in Canada for the students entering skilled trades, evening schools for adult workers to upgrade skills, some type of practical educational system for the farm-oriented student, the same type of educational system for the fisherman and the miner, home-makers' courses for girls and women, correspondence schools with visiting teachers for those who could not arrive at places of instruction and the need for communication between those in industrial management, those skilled in the trades in industry and those running the training programs in the schools (Report of the Royal Commission on Industrial Training and Technical Education, 1913, pp. 64-65).

The second research report that was reviewed was conducted and reported by F. Oberle, Member of Parliament for Prince George - Peace River in 1981.

OBERLE, 1981

In July 1981, Frank Oberle, Member of Parliament, released the report Towards Solving Canada's Human Resources Paradox: A National Apprenticeship Policy for the 80's. At the time of this report there coexisted a high percentage of youth unemployment, people between the ages of 15 and 24 and a worsening, skilled labour shortage. According to Oberle, (1981) this impending human resources crisis could be averted by a renewal of vocational education at the secondary school level which would have, as its foundation, a secondary school apprenticeship program, using the Apprenticeship System developed in the Federal Republic of Germany as a model.

The educational system of West Germany placed prominence on the vocational preparation of its youth. This served the function of enabling youth to participate in productive labour and to replenish the country's supply of skilled labour, thereby reducing the human resource paradox experienced in Canada. After successful completion of nine years of full time schooling, German youth could enter a dual system which contained a system of on-the-job, apprenticeship training linked to part-time study in a vocational school (Commission of European Communities, 1979). In describing this linkage Oberle (1981) wrote: "The dual system's combination of part-time studies at a vocational school and on-the-job apprenticeship training is the link between compulsory part-time school attendance and apprenticeship" (p. 37). In these schools, 60%

of the apprentice's instructional time remained technical; the remaining 40% consisted of general education.

When the student is not in school, he is participating in on-the-job, industrial training in one of 460 trades that are officially recognized by the government. Under normal circumstances it requires two and a half to three years to complete an apprenticeship. Employers grant an apprentice the time he needs to attend vocational school; they are prohibited from giving the apprentice unskilled work or work that is unrelated to his training program (Oberle, 1981, p. 39).

One of the major advantages of an apprenticeship program in secondary school is the strengthening of the ties between secondary school and working life by introducing young people to adult roles and responsibilities in employment. Another advantage for placing apprenticeship in the secondary school, according to Oberle (1981), is the impact this training may have on skilled labour shortages (p. 49). By adapting a Canadian version of the West German model of the dual system in secondary schools, Oberle proposed these advantages: the stigma attached to blue-collar labour can be reduced, this educational alternative would be a positive step towards solving the human resources paradox that threatens the economic future of the country and the system will help to reduce the damaging impact of skills shortages upon industrial productivity (Oberle, 1981, p. 52).

In discussing the establishment of a National Apprenticeship Policy, Oberle saw it as a cooperative, intergovernmental project of mutual interests between the federal and provincial governments because of its importance to the two levels. The federal government's role in the development of this policy was to convene a National Vocational Education Conference in Ottawa. Invited participants to that conference would include representatives of provincial governments, industry representatives, trade union leaders and educators. It was proposed that these participants were to comment on and to thoroughly discuss the proposal to establish on-the-job training and part-time schooling as a major, secondary school alternative (Oberle, 1981, p. 59). The federal government did not give consideration to the convening of the National Vocational Education Conference; as a consequence, The National Apprenticeship Policy became a non-issue at that governmental level.

BELL, 1984

In 1984 D. W. Bell submitted the report, _A Report to the Honourable Ernie D. Isley Minister, Department of Manpower, Province of Alberta on the Delivery of Apprenticeship Technical Training Programs by Individual Employers_, to the Minister. In this report Bell investigated the technical training programs offered by employers to apprentices as an alternative to having apprentices attend training session away from the worksite.

As early as 1966, the Government of Alberta and R. Angus (Alberta) Ltd. established precedence when they became signatories to an apprenticeship agreement. With the signing of this agreement, R. Angus was granted approval by the Apprenticeship Branch, Department of Labour, and was allowed to deliver on-the-job and on-site technical training to apprentices who were indentured to the company as Heavy Duty Mechanics. When the agreement was signed it was stipulated that R. Angus would use the curriculum for Heavy Duty Mechanics that was generated by the Program Planners from the Apprenticeship Branch. Apprenticeship personnel did not want these apprentices to become manufacturer specific and reduce the trade mobility of those who completed the program. Approximately ten years later, 1975, the company received approval to deliver technical training to their Partsman apprentices. In describing the financial arrangements that R. Angus received to support these programs, Bell (1984) stated:

> Financial support for these programs and apprentices indentured to R. Angus (Alberta) Limited has continued since 1966. The original terms of the 1966 Agreement remain, except per diem rates are adjusted annually on the basis of negotiation with R. Angus (Alberta) Limited and with due consideration given to the rates established between the Province of Alberta and the Federal Government in respect to the Alberta - Canada Agreement. (p. 2)

At the time of the Bell study, in addition to R. Angus (Alberta) Limited, Trans-Alta Utilities Corporation and Proctor and Gamble Cellulose Limited were engaged in the delivery of technical training to company apprentices only. Of these private employers, R. Angus was the only one to receive financial support from the Apprenticeship Branch for the delivery of its programs.

Other employers in the province who expressed an interest in delivering technical training to registered apprentices working for the company included Wimpey Western Limited, Northwestern Utilities Limited, Dow Chemical Canada Incorporated, Union Carbide Limited, Esso Chemicals Canada (Redwater), Union Tractor Ltd. and the Steel Company of Canada.

There were a number of employers that once delivered technical training, but discontinued their programs for a number of reasons. One of the major reasons was that the cost benefits of employer delivery were not seen to be as advantageous as originally perceived (Bell, 1981, p. 3). There were a number of other, related factors that caused employers to opt out of technical training. Among these were the ready access to institutions which offered technical training, state of the art equipment, modern laboratory and classroom facilities, current instructional expertise and support facilities, such as libraries, and modern lunch facilities (Bell, 1981, p. 3). It should be evident, however, that employer apprenticeship technical training has existed in the province since 1966 and has never constituted more than three percent of all technical training (Bell, 1981, p. 108). [illegible] major goal of the study by Bell, (1981), was to investigate and identify alternatives for employer delivered technical training that could provide the Minister of the Department of Manpower with policy alternatives for his consideration.

Three research procedures were used by Bell to collect data. The first of these was a questionnaire which was mailed to a random sample of 249 participants. The members who formed this sample were taken from Local Apprenticeship Committees. These consisted of 115 employer representatives, 115 employee representatives, 10 management representatives and 9 faculty association members of institutes of technology and public colleges which offered technical training.

The second research procedure was a letter of inquiry which was mailed to the provinces and the Yukon and Northwest territories requesting information about employer delivered, apprenticeship technical training in the different jurisdictions.

A search of existing documents of the Apprenticeship Branch was the third research procedure that was used.

Of the 249 questionnaires that were mailed 141 were returned for a 56.52% rate of return. Demographic data for each respondent group were collected with questions 1 through 7. In responding to questions 8 to 18, participants used a 5-point Likert Scale. These questions could be grouped into four categories which dealt specifically with employer delivered apprenticeship training. The four categories were technical training, operational guidelines and procedures, government funding and the drawing up of an agreement or contract between cooperating agencies.

From an analysis of the documents that Bell received from provincial and territorial jurisdictions, it was found that only two provinces, British Columbia and Newfoundland, have approved employer delivered, technical training with a formalized policy which allowed those governments to initiate contracts with employers through legislation provisions. The Province of Ontario had approved employer technical training but had no formally approved policy (Bell, 1981, p. 52). Both the Northwest Territory and the Yukon Territory have had approved employer delivered, technical training, but did not have formal policies. The former territory initiated contracts directly with employers while the latter did not follow this procedure. There was no territorial legislation covering such initiatives (Bell, 1981, p. 53).

The findings of this research indicated that participant groups agreed with the development and identification of alternative policies for the delivery of employer apprenticeship technical training. The findings from the survey showed there was disagreement among participants with the concept of employers delivering technical training to their indentured apprentices. From the collected data, two policy statements were formulated that could provide the foundation and direction to private sector, technical training.

The first policy alternative resulting from the research was phrased in these terms:

> Preamble
> The Apprenticeship and Trade Certification Division, Alberta Manpower, under the Authority of the

> Manpower Development Act, administers apprenticeship programs designated under the Act. Arrangements for technical training classes, and the subsequent examination of apprentices are responsibilities of the Division.
>
> While it is the responsibility of the Provincial Government to arrange and provide the delivery of technical training for apprentices in public institutions it may sometimes be desirable to have private sector employer deliver technical training classes on the plant-site when conditions so warrant.
>
> Policy Statement
> Given this government's interest, in maintaining a highly qualified work force, and recognizing the merits of on-site provision of training opportunities for apprentices, government supports the concept of the private sector providing technical training classes to indentured apprentices when circumstances so warrant. (Bell, 1981, p. 109)

In its wording, the second policy alternative did not support the concept of employers being granted the right to provide technical training classes to indentured apprentices. This policy statement was written to read:

> Preamble
> The Apprenticeship and Trade Certification Division, Alberta Manpower, under the authority of the Manpower Development Act, administers apprenticeship programs designated under the Act. Arrangements for technical training classes, and the subsequent examination of apprentices are the responsibilities of the Division. It is the responsibility of the Provincial Government to arrange and provide the delivery of technical training for apprentices and in the interest of maintaining standards, such training should be delivered by public institutions only.
>
> Policy Statement
> Given this government's interest in maintaining a highly qualified work force and to ensure the standards are maintainable government does not support the concept of the private sector providing technical training classes to indentured apprentices. (Bell, 1981, p. 110)

A significant finding of the investigation was that "stakeholders relate more to the principle of program approval and the operational requirements than they do to the issue of a policy statement" (Bell, 1981, p. 111). For the interested reader, Appendix B, page 356, contains a copy of the Proposed Policy for the Technical Training of Apprentices by Employers.

BI-LATERAL STUDY, 1987

On December 19, 1986, under a provision of the Canada/Alberta Agreement on Training, a joint study of the Alberta Apprenticeship Training Program was initiated. This study was a collaborative effort by the Labour Market Information and Planning Division, Alberta Career Development and Employment and the Edmonton Regional Office of Canada Employment and Immigration Commission. This study is referred to as the Bilateral Study.

Initially, there were two major purposes to this investigation which were: to develop joint recommendations concerning the funding of apprenticeship training in Alberta, and to ensure that equitable access to apprenticeship is available to all who wish to participate (Canada - Alberta Study on Apprenticeship Training, 1987, p. 1.1)[2].

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[2] For the remainder of this study this report will be referred to as the Bilateral Study.

In addition, the Deputy Minister for Canada Employment and Immigration requested that the research design of the study be expanded to answer these questions:

> Is the Red Seal an adequate standards program, or is greater standardization required? If so, what?
>
> What is the extent of the intra- and extra- provincial mobility of apprentices?
>
> How effective is the existing apprenticeship program in meeting the skill needs of the economy? and
>
> Could apprenticeship training be competency-based rather than time-based? (Bilateral Study, 1987, p. 1.2)

In the final report a section was devoted to each of the six research questions. It is evident from the report that apprenticeship in Alberta is cost-shared by four major participants. The first of these participants is the Government of Canada through the purchase from Alberta of classroom (technical) training under the National Training Act, the payment of income support to apprentices under the Unemployment Insurance Act, and assorted administrative costs.

The second participant is the Province of Alberta which has the responsibility for the curriculum design, delivery and administration of apprenticeship, including registration, scheduling and certification. The primary cost of the apprenticeship system to the province is the technical instruction portion of training, which is delivered through a network of private and public, non-university institutions distributed throughout the province.

Employers comprise the third, and apprentices the fourth group of participants in Alberta's apprenticeship system. The costs to these last two groups are the most difficult to determine because they are unrecorded costs. Real costs to the employers were identified, based on the following factors:

> a) lost productivity of journeymen during job-site supervision and instruction;
> b) where applicable, the wages and benefits of apprentices while attending technical training, and/or the costs of replacement workers during that period of time;
> c) waste and breakage in excess of that of a journeyman;
> d) company classroom instruction including instructors or supervisors;
> e) the differential between the wages of the apprentice and the proportionate productivity of a journeyman; and
> f) additional hiring or other administrative costs associated with apprentices. (Bilateral Study, 1987, pp. 2.20-2.21)

The following factors affected the cost to the apprentices: "a) reduced wages and benefits while attending technical training; b) tools and special clothing; c) texts and supplies; d) travel and accommodation costs in excess of reimbursements; and e) other miscellaneous costs" (Bilateral Study, 1987, p. 2.21).

The estimated total cost of the apprenticeship system in Alberta during 1985-86 was $280.8 million. Of that amount, the federal government contributed $44.4 million, the provincial government $30.9 million, employers contributed approximately 180 million and apprentices approximately $26 million (Bilateral Study, 1987, p. 2.4).

The findings of the research indicate that both levels of government would continue to either reduce or limit financial support for institutional training. A consequence of that action would place apprenticeship in a competitive position with non-apprenticeship programs for its share of declining financial resources. From these findings the following recommendations were made:

> 4. There be no major modifications in the level of global support provided for the apprenticeship training system in Alberta by either the federal or provincial government at the present time.
> 5. Under current economic conditions, no additional training cost burden be placed upon either employers or apprentices in Alberta; and
> 6. The federal and provincial governments continue to provide the support necessary to administer apprenticeship training in an effective manner. (Bilateral Study, 1987, pp 8.3-8.5)

The terms of reference for Canadian Job Strategy address, rather emphatically, the issue of equitable access to the participation of women, natives, disabled persons and visible minorities in apprenticeship training. Data in the final report show that in February 1987, there were 18,459 registered apprentices, of that number 1,471 (8.0%) were women. Of these 1,471 registrants, 1,327 (90%) were registered in the Baker, Barber, Beautician, Cook, Partsman and Graphic Arts trades (Bilateral Study, 1987, p 3.5). Five of the 48 trades were considered non-traditional ones for women, although they participated in over two thirds of these trades. This represented approximately two percent (1.9%) of the apprentices registered.

Apprentice training statistics for February 1987 showed there were 206 native apprentices registered in 13 of the 48 trades, or 1.1% of all registered apprentices. The number of disabled persons registered in 10 of the 48 apprenticeable trades was 27, or 0.1% (Bilateral Study, 1987, p. 3.7). Statistics kept by the Apprenticeship and Trade Certification Branch did not identify apprentices by race. To do so would be a violation of the individual's human rights. As a result of these findings, and, in an effort to increase the participation of Albertans who encounter barriers to enter the apprenticeship system the report recommended:

> a) . . . improving counselling for such prospective apprentices;
> b) . . . expanding marketing of apprenticeship opportunities to such individuals and to employers who could provide them with employment opportunities;
> c) . . . improving the training of Apprenticeship Branch field staff and institutional technical training staff in order to sensitize them to the special needs of these individuals;
> d) . . . enhancing and facilitating assistance both to individuals who require special equipment and to the employers willing to hire them; and
> e) . . . co-ordinating efforts by both federal and provincial governments to provide special assistance to individuals requiring special services and to the employers who hire them.
> 8. [that] Alberta provide Canada with data on the participation of women, natives, members of visible minorities and the disabled in the apprenticeship training. (Bilateral Study, 1987, pp. 8.4-8.5)

Although the Interprovincial Standards Program (Red Seal) was introduced in 1958 to increase the interprovincial mobility of certified journeymen, Apprenticeship and Trade Certification does not maintain records on the migratory patterns of tradespeople. Interestingly, neither does the federal government. Since its inception in 1958, 25 trades have been designated Red Seal trades. Alberta participates in 23 of these trades. Because of the ambiguity of the records for in-migration of journeymen, it is estimated that approximately 30% of Alberta's journeymen who have completed an apprenticeship did so outside of the province's apprenticeship system (Bilateral Study, 1987, p. 4.2). The in-migration of tradespeople to the province, and other regions of Canada, is closely correlated to economic cycles in the nation. These cycles help to dictate the market for skilled workers. In the final report of the Bilateral Study, the following three recommendations relative to the Red Seal Program were made:

> 10. The Interprovincial Standards Program Co-ordinating Committee be encouraged to continue to develop modular curricular packages and an examination question bank; and
>
> 11. The Interprovincial Standards Program Co-ordinating Committee be encouraged to continue to develop a cross-provincial comparison of the content of apprenticeship training programs, including the competencies taught and the sequencing of training, which would provide and independent and objective standard for the assessment of apprentices seeking employment in provinces and territories other than the one in which they began their training; and
>
> 12. The federal, provincial and territorial governments should contribute jointly to these efforts by the Interprovincial Standards Co-ordinating Committee. (Bilateral Study, 1987, p. 8.6)

Data which do exist apply to apprentices who apply for out-of-province training for credit in Alberta. The interprovincial transfer of apprentices is aided by the Ellis

Chart, which is a compendium of tables listing the essential characteristics of each trade-training program in Canada (Bilateral Study, 1987, p, 5.2). Of the 18,514 apprentices registered in Alberta on February 4, 1987, 160 received credit for out-of-province training in 18 trade areas that they had received in the other provinces and the two territories. A major limitation of the study was the lack of data on the inter-and -extra-provincial mobility of apprentices from either level of government (Bilateral Study, 1987, p. 5.5). It was found that because of this lack of data it was difficult for the governments involved to devise effective planning and implementation measures with respect to apprenticeship as well as other forms of training (Bilateral Study, 1987, p. 8.7). As a result of this finding it was recommended that: "15. The federal and provincial governments support further studies which would provide more accurate and reliable data on these matters" (Bilateral Study, 1987, p. 8.7)

REVIEW OF APPRENTICESHIP IN CANADA: 1987

Employment and Immigration Canada (EIC), in 1987, contracted with the Canadian Vocational Association (CVA) to conduct a review of apprenticeship from a nation-wide perspective. CVA is an independent, professional, national organization whose membership includes vocational education teachers, administrators, teacher educators, apprenticeship administrators and personnel, technical instructors, and representatives from industry. This association was selected by the EIC to conduct the review because the EIC considered

> the CVA, with its existing pool of expertise related to vocational training issues, would make a major contribution to the collection of information, views and recommendations regarding apprenticeship and to the development of federal positions and options for subsequent negotiations of new apprenticeship agreements. (Review of Apprenticeship in Canada: 1987, p. 3)

This broadly based review was conducted to compliment the many provincial reviews that were either being conducted or had been completed.

> Employment and Immigration Canada is committed to negotiate with the provinces/territories new arrangements for the federal government's involvement in and financial support to provincial/territorial apprenticeship programs. New training agreements are to take effect April 1st, 1988. (Canadian Vocational Association, 1987, p. 3)

Data collection for the review consisted of two phases. The first was a national survey of CVA members who were asked to complete a questionnaire. The second phase of the study consisted of provincial/territorial workshops across the country, designed to allow concerned citizens to meet with the CVA Committee to discuss issues related to apprenticeship. Interested parties from business, industry and government were invited to these workshops to present their input. Workshops were held in key population centres in every province except Saskatchewan, the Northwest Territories and the Eastern Arctic. A total of 352 people attended.

The instrument for the national survey contained the following six categories: personal information on the respondents, standardization and uniformity of apprenticeship programs nationally, mobility of journeymen, participation of target groups, effectiveness of programs of training in place, and comments on program design. This instrument was mailed to 1626 possible respondents. The response rate was 24% and the results were aggregated for graphical presentation. This rate of response was much lower than anticipated because of the timing of the survey's posting. The CVA survey coincided with the research being conducted by apprenticeship branches in some of the provinces, particularly in Alberta where the Canada - Alberta Study of Apprenticeship Training[3] (1987) was being conducted. This caused some confusion on the part of the participants over which survey they were responding to. The CVA survey was conducted at an inappropriate time, the summer holiday period.

Those who participated in the CVA study were individuals who were directly involved with training for either work placement or apprenticeship. Forty-seven percent of those involved in the survey worked in post-secondary institutions that provided skill training and 27% were employed by pre-employment/trade schools. Seventy-one percent of the participants were of the opinion that the level of funding for skill training should be increased, or, at least, remain the same (Canadian Vocational Association, 1987, p. 8).

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[3] This study was referred to as the Bilateral Study by personnel of Alberta Career Development and Employment.

In the section of the questionnaire that dealt with standardization of apprenticeship and uniformity of training, over one quarter of the respondents showed knowledge of the requirements of apprenticeship in other provinces. However, almost 80% of those involved in the study felt the federal government should expand its role in coordinating a program of standardization of apprenticeship across Canada. Less than half of those who participated felt the Red Seal program was effective as a goal of inter-provincial qualification, but 72% replied that they did not know of a more effective system than the Red Seal program (Canadian Vocational Association, 1987, pp. 8-9).

Over two thirds of the journeypeople[4] remained in the region where they received their training. Approximately 40% remained with their original employer.

> One of the more interesting results seen in the survey was related to obtaining that first job following apprenticeship training. Fully 1/3rd of the first job secured comes from 'networking' and personal contacts. Very few apprentices[5] locate a job through the Federal CEIC offices (6%). (Canadian Vocational Association, 1987, p. 9)

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[4] Non-sexist term for journeyman that appears in government documents referring to trade training and the need for increased female participation in non-traditional roles in the work place.

[5] It is not clear here whether the authors of the report mean apprentices looking for the first job to become registered as apprentices or journeypeople who have just completed an apprenticeship and are looking for a job in their trade. In either case, the figure of 6% is abysmally low.

Most respondents (91%) felt mobility was an important factor in choosing to pursue an apprenticeable trade, but felt that union hiring rules imposed a negative effect on the mobility of skilled workers.

When queried about the perceived effectiveness of apprenticeship programs, 60% of respondents felt that apprenticeship met the needs of Canada's work force while 29% stated that apprenticeship was "not suited to the 1990's" (p. 10), and 41% felt that, when balanced against the changing technologies, apprenticeship was a poor approach to training. For more traditional trades[6], 88% felt apprenticeship was acceptable. Eighty-two percent of the respondents knew of "Canadian Job Strategy", but felt the goals of that program were in conflict with the goals of apprenticeship.

Ninety-five percent of those who completed a questionnaire were of the opinion that high school guidance departments "sorely lacked up-to-date information on Apprenticeship" (Canadian Vocational Association, 1987, p. 11); 84% held the opinion that apprentices should receive increased financial support during training, and 69% felt there should be more Pre-employment/Service Training available. Over 70% stated there should be some form of periodic retesting for journeypeople to enforce upgrading to remain abreast of technology (Canadian Vocational Association, 1987, p. 11). Most respondents believed that the ratio of theoretical preparation time to on-the-job training should remain at 20% - 80%.

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[6] The term "traditional trades" is not defined as to which of the trade areas are considered traditional and which would be considered to have changing technologies.

Nationwide workshops were attended by 352 people. The six areas of concern discussed in the workshops were the same areas covered in the survey. Two additional topics added for discussion at the workshops were the participation of target populations, such as women, natives and minorities in apprenticeship and possible methods for governments and industry to share the cost of training of apprentices (Canadian Vocational Association, 1987, p. 14). The results of the workshops virtually parallelled the results of the survey. Unfortunately, in the final report of the study, no percentages were given for the responses made by workshop participants.

CANADIAN AUTOMOTIVE REPAIR AND SERVICE INDUSTRY - A HUMAN RESOURCE STUDY (CARS)

This study, completed in 1988, examined the auto repair industry from a national perspective, and included both mechanical repair and autobody repair. This report, commissioned by Employment and Immigration Canada through the Canadian Occupational Projection System (COPS), was prepared by Woods Gordon Management Consultants. The purpose of the research was to:

> examine the training and human resource planning needs of the automotive service, repair and parts distribution industry. . . . This study profiles the impact of these changes on the automotive service sector, and examines the training requirements for

> preparing new technicians to meet the needs of tomorrow's market. (Woods Gordon, 1988, p. 1)

This report made use of statistics, reports, articles and interviews of over 200 people directly related to the chosen trade areas to give a broad base to the conclusions. The report was compiled over the period of May to December 1987, and was released in 1988.

The section of this report that dealt with apprenticeship used figures supplied by the provincial departments controlling apprenticeship to show a gradual decrease in the number of apprentices entering the automotive trades. This was compared to an increase in the per capita registration rate for automobiles across Canada. As well, the figures indicated a drop-out rate of approximately 16% for apprentices in the two trades of Autobody Repair and Motor Mechanics. The report supplied a possible cause for this high drop-out rate "There is a concern that the traditional image of the trade - that of a 'grease monkey' -is deterring better students from entering the apprenticeship program" (Woods Gordon, 1988, p. 29). Comments about general education levels of current apprentices indicated that these levels are considered too low, and that grade twelve would be a more appropriate level. (Woods Gordon, 1988, p. 30)

Three of the items identified as major issues that dealt with apprenticeship in this report were: apprenticeship is basically an adequate system, but must become more responsive to the needs of industry, the Provincial Advisory Councils must be more in step with the changing technologies in industry and eliminate the lag between training technology and industrial practice, and the college facilities and equipment, as well as trainers, must be constantly upgraded.

One has to be extremely careful when interpreting the results of a national study of apprenticeship such as CARS. apprenticeship in each province or territory is as individual as the educational system of these political units. To illustrate, Alberta is the only provincial jurisdiction in Canada where apprenticeship is compulsory.

JOURNALS AND OTHER ARTICLES

A source listed in the ERIC database that applied to the current research was an article in Canadian Vocational Journal entitled "Vocational Training and Skill Development A Comparison between Canada and West Germany" by Dietrich P. Kieswalter. Kieswalter (1978) pointed to the lack of parallels in skill training in Canada with the same type of skill training in West Germany. Canada's existing training programs do not fare well in the comparison, according to Kieswalter. Foremost was the fact that Canadians do not have a long tradition of highly trained craftsmen working in the trades, while West Germany does (p. 16). This tradition gave the trades a higher standing in the community and, therefore, far better acceptance by the population at large, particularly youth.

Kieswalter pointed out that of young men between the ages of 15 and 24 in Ontario, only 2% were engaged as apprentices as of 1972, while their counterparts in West Germany have contracted for apprenticeships to a level of 31% (Kieswalter, 1978, p. 17). Kieswalter noted the need for better training for the journeymen before they should be allowed to train apprentices and the very great need for longer apprenticeship periods with more emphasis on craftsmanship in areas rather than just small trade specialties. The article was more of an extended editorial than scholarly writing and was therefore not useful to this research.

SUMMARY

From the small response to the ERIC search it was evident that there is a lack of legitimate references and research in the area of the development of apprenticeship in Alberta. Some educational researchers, however, have examined portions of apprenticeship in the course of their research.

Yee (1977) researched the methods used by military and civilian authorities to place retiring or discharged military tradespeople in the proper section of apprenticeship or to grant journeyman status as a result of experiences in the military. Ramsay (1974) chose the problem of dropouts in apprenticeships as the focus for his research reported in Apprenticeship Discontinuance in Three Trade Areas. In the study A Systems Model for Apprenticeship Training, (1972) Broad supplied a modified apprenticeship system for trade training. Bryce (1970) studied the Technical and Vocational Training Assistance Act (1960) which allocated federal funds to participating provinces for vocational education, technical training and apprenticeship. Unfortunately, Bryce did not deal with the topic of the growth of apprenticeship in Alberta. Glendenning (1964) investigated the affect federal funding had on vocational education and technical training in Canada from the Technical Education Act (1919) to the passage of the Technical and Vocational Training Assistance Act (1960). Lowe's (1963) work on the technical training in Alberta from 1911 to 1963 dealt with local level training without examining the realm of apprenticeship training to any degree. The focus of Simon's (1963) research was on the historical development of the Provincial Institute of Technology and Art with minor references being made to apprenticeship as it impacted on the institute.

The Royal Commission on Industrial Training and Technical Education (1913) was completed before any major apprenticeship programs were instituted in Canada. This report strongly recommended the adoption of apprenticeship training for skilled trades in answer to Canada's shortage of skilled labour.

Oberle's report, Towards Solving Canada's Human Resources Paradox: A National Apprenticeship Policy for the 80's (1981) examined the growing number of unemployed youth and the increasing shortage of skilled labour in some fields. Oberle stated that this dilemma could be solved by introducing a variation of West Germany's apprenticeship system into Canada, one which combined secondary school and apprenticeship in a co-operative basis that allowed students to complete high school while receiving accredited trade training in a trade of their choice. By placing an emphasis on trade training, Oberle believed that some of the negative associations that the public holds about skilled labour could be altered.

Oberle urged the federal government to convene a National Vocational Education Conference in Ottawa. Educators, leaders of industry, representatives from the federal and provincial governments were to be present to develop the National Apprenticeship Policy. Because the federal government declined to host the conference, the policy became a non-issue at the federal level.

Bell's study investigated alternative methods of employer delivered technical training for apprentices. This form of training has been occurring since 1966, with the assistance of the provincial government in Alberta. Research indicated that only British Columbia and Newfoundland have formal procedures to follow when authorizing employer offered technical instruction. Two major policy statements were generated from the research. The first supported the practice of employer offered technical instruction when the conditions warrant that procedure. The second policy states that the government believes that only public institutions should deliver the technical training required by apprentices. A finding of the research that seems to explain these two dichotomous statements is that the stakeholders in apprenticeship training seem to relate better to program approval and operational requirements than to policy statements.

The Canada - Alberta Study on Apprenticeship Training, 1987, commonly referred to as the Bilateral Study was a collaborative effort of the Labour Market Information and Planning Division, Alberta Career Development and Employment and the Edmonton Regional Office of Canada Employment and Immigration Commission. The two major questions addressed by the study were to develop recommendations for funding of apprenticeship training and to develop policy to ensure equitable access to apprenticeship training for any who are interested. The Federal Deputy Minister, Canada Employment and Immigration Commission, added questions regarding the worth of the Red Seal Program, the mobility of apprentices, the degree to which apprenticeship training meets the skilled labour needs in the province and the possibility of moving apprenticeship training to competency based training.

Research findings indicated that, and these findings were stated as recommendations, there should be no change in the level of financial support that apprenticeship training receives in Alberta. Furthermore they recommended that no further burden be placed on the employer or the apprentice for this training, that the governments involved continue to support apprenticeship training so that it can be administered in an effective manner, that access to apprenticeship training for such groups as visible minorities, women, natives and the disabled be improved and that these groups be actively encouraged to participate in this training. Support was given to the Red Seal Program.

The study, "Canadian Automotive Repair and Service Industry - A Human Resource Study" (1988) (CARS), commissioned by the Canadian Occupational Projection System for Employment and Immigration Canada, examined the state of the auto repair industry in Canada to determine what the needs of the industry would be over the next decade. The study dealt with the need to upgrade journeymen in the trade and the need for more rapid advances in training for technology in apprenticeship programs. The study, by Woods Gordon Management Consultants, showed a lack of response by existing apprenticeship programs to the rapidly changing technological scene in the industry. This study also showed a significant drop in the level of enrolments of apprentices in automotive trades in spite of an increase in the number of motor vehicle registrations in Canada. Caution should be exercised when interpreting the results of a nationwide study on apprenticeship because this form of skill training differs from province to province.

The Canadian Vocational Association's study, Review of Apprenticeship in Canada: 1987 (1987), was a more thorough review of apprenticeship in that it was not limited to one trade area but examined the area of apprenticeship for all trades through a national organization. This report, funded by Employment and Immigration Canada through Canadian Job Strategy, was critical of the response time of apprenticeship to the changes in the various industries served. This report was also very critical of the lack of utilization of apprenticeship by minority groups, such as natives, handicapped workers and women.

It became evident from this lack of research that educational researchers may not be interested in pursuing studies that are concerned with apprenticeship as a form of skilled trade training.

CHAPTER III

APPRENTICESHIP TO 1939

INTRODUCTION

Chapter II was devoted to the review of research and literature related to the Evolution of Apprenticeship in Alberta. Included in this review were: dissertations, theses, and data bases, as well as available publications on apprenticeship released by various agencies, both national and provincial.

The content of this chapter will examine the evolution of apprenticeship culminating in Alberta in 1939. The major thrust of this chapter will be to chronicle the evolution of apprenticeship through its major stages of development in Alberta to 1939.

APPRENTICESHIP IN ANTIQUITY

Before a study of the various stages of the Evolution of Apprenticeship through to the Industrial Revolution can be complete, there must be background to highlight the changes in the system. Historians such as Bennett (1926), Butts (1955), and Burns, Lerner and Meacham (1980) agree that, although the basis of the modern apprenticeship system is noted in the

Industrial Revolution in England, apprenticeship pre-dates that period.

ANCIENT APPRENTICESHIP

Butts (1955), in A General History of Western Education, traced the history of apprenticeship to primitive societies where tribes had handicraft groups that specialized in house building, metal working, toolmaking, garment making or tattooing (p. 9), and discussed how these groups would initiate young people into the skills and secrets of the group.

The ancient Greeks utilized a system of informal apprenticeships to train young men for positions in society. These informal apprenticeships were not recorded with contracts, but, generally, involved the head of the household giving instruction in his area of expertise to his sons. Butts (1955) described the training system used by the ancient Greeks:

> Training for a vocation was cared for in family groups as the father taught his son his own occupational tasks. Apprenticeship also became somewhat specified and formalized as children were taken into shops and households where they were taught the elements of a trade. (p. 44)

Later, as the demand for skilled workers grew, apprenticeship became more formalized when young men were apprenticed to factories involved in the manufacture of craft items:

> Written agreements were drawn up between master and apprentice, and a workman often cited his teacher as

> proof of his skill. Sculpture, stonemasonry, carpentry, shoemaking, medicine, law, household affairs and cooking were arts in which the apprenticeship system was used as a means of training the young for a vocation. (Butts, 1955, p. 44)

Skilled labour fell from acceptance in Greece during the Hellenistic Period when education turned to more cerebral topics and the production of goods was left primarily in the hands of slaves.

In ancient Rome, a system of apprenticeship was responsible for the training of young men in many fields, not just traditional, skilled labour areas. Mulhern (1946) states that "The old apprenticeship system of education continued in the fields of domestic and mechanical arts, commerce, navigation, diplomacy, civil service, war, and, to a remarkable degree, in law" (p. 168). Mulhern traced the development of modern bookkeeping practice to this period, and stated that "boys learned it [bookkeeping], not in schools, but through business practice" (p. 168).

Butts (1955) traced the development of the guilds, when associations of workmen banded together to control quality of product and to establish standards of workmanship, to this period (Butts, 1955, p. 74). These "collegia" also controlled the quality of training for the aspiring apprentice (Butts, 1955, p. 94).

In his History of Manual and Industrial Education up to 1870, Bennett (1926) stated, "The fundamental motive in ancient Jewish education was religious; it was to make every child a

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firm believer in Jehovah. Next to instruction in the Law, however, was instruction in some trade or other vocation" (p. 13). Bennett went on to point out that the Talmud, the ancient book of Jewish traditional law, states "'As it is your duty to teach your son the law, teach him a trade'", and, "'Disobedience to this ordinance exposes one to just contempt, for thereby the social conditions for all are endangered'" (p. 13). In these lines it becomes clear that a system of trade training was basic to the cultural centre of the ancient Jewish people, especially for the male offspring of the family. It was feared that a scholar would drain the resources of the community if he could not provide for himself at a trade. Failure to provide a male with some form of instruction in a manual trade was to prepare him to be a social parasite (Bennett, 1926, p. 13). Conversely, boys with skill training were assured of becoming useful members of society.

The Babylonian Code of Hammurabi established the relationship between the master and the apprentice prior to the Industrial Revolution. According to Bennett (1926), the code states, "'If an artisan take a son (sic) for adoption and teach (sic) him his handicraft, one may not bring claim against him. If he do (sic) not teach him his handicraft, that adopted son may return to his father's house'" (p. 14). This "adoption" of the apprentice into the master's home would remain virtually standard in apprenticeship until the Industrial Revolution brought it to an end for all but the wealthiest of masters.

THE COMMERCIAL REVOLUTION 1450 - 1750

The Commercial Revolution marked a period of rapid growth in the industries of England. After the stagnation of English industry during the late fourteenth century and the early fifteenth century, the country experienced an expansion of the commercial potential. The discovery of the New World by Columbus and the claiming of Newfoundland for England by Cabot brought an explosion in world exploration. The discoveries in the New World caused a considerable increase in the raw materials that were made available to England from her colonies. Salted fish from the Grand Banks helped to decrease hunger in England and Europe, while other raw materials, such as furs for garment industries and timber for construction industries, allowed these industries to expand because of the supply of inexpensive, raw materials. The Hundred Years War between England and France expired and the trade routes for English goods through Europe reopened.

Not only were the businesses of England re-opening for trade, but to a large extent, new areas came to the forefront of this trade rather than the old corporate towns. Cunningham (1905) listed some of the causes for the villages growing into industrial centres:

> The pressure of the Apprenticeship Act of Henry IV, the heavy assessments which they paid for the wars with France and for Henry VII's unnecessary exactions, and lastly the regulations made by the

> gilds[7] with regard to apprentices and journeymen, were all telling against the old corporate towns. (p. 518)

New manufacturing towns began to evolve from the small villages because the villages were not under the control of the guilds. The guilds obtained their power through municipal governments or Royal Charter for a specific town. This meant that manufacturers were free to bring in any skilled labour they needed, for there were no guilds in place to block that move.

In order to combat this distress caused by the movement of the industry from the cities to the surrounding villages many different actions were proposed. Towns like Worcester Evesham, were hard hit by the exodus of tradesmen to the surrounding villages. An enactment was passed by the council of Worcestershire that stated only residences of the towns could engage in the manufacture of cloth, and, in order to make the move back to the towns by the tradesmen more attractive, rents for cloth workers could not be raised above the level of the last twenty years (Cunningham, 1905, p. 518).

In 1549, the Crown had another opportunity to limit the power of the guilds in England. An enactment was passed that made it illegal for any group to conspire to raise prices, or to pass "those very regulations which it had been the chief function of the craft gilds to enforce" (Cunningham, 1905, p.

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[7] The spelling "gild" is used throughout the early texts on apprenticeship. For the reader's convenience, the modern spelling will be used here.

523). Here was an example of national legislation aimed at what had been strictly local concerns before the increase in commercial manufacturing.

The English manufacturers were back in business and looking for ways to increase their markets and profits. Another of the roadblocks to this goal of increased trade and commerce was the control of the trade areas, specifically the control of the number of skilled tradesmen the guilds had. One of the methods the guilds used to control the number of masters in any trade area was the length of the apprenticeship.

In 1563, the Statute of Artificers was enacted by the British Parliament. This Act stated that any person "being a householder and 24 years old at the least, dwelling . . . in any city or town corporate and . . . exercising any art, mystery or manual occupation . . . might . . . retain [as an apprentice] the son of any freeman not occupying husbandry nor being a laborer" (Davies, 1956, Appendix I). Included in this Act were stipulations on the types of apprenticeships that a child could be bound to, depending on his parents' social (financial) standing. This Act set the maximum length of apprenticeship contracts at seven years, but did not mandate any apprentice training beyond the training on the job. Previously, the apprenticeship contract could extend twelve years or longer. The quality of the work the apprentice would be capable of, would depend solely on the quality of the instruction given by the master who was still supervised by the guild.

Perhaps more important than the contents of the Statute of Artificers was the intent of the Act which put under national control an institution, apprenticeship, that had been exclusively under the control of local guilds and municipalities. The legislation combined many of the best parts of tradition and local municipal statutes into a legal format, giving apprenticeship national recognition as a system of training (Roberts, 1971, p. 38).

APPRENTICESHIP TO THE INDUSTRIAL REVOLUTION

Scott, in an essay entitled "Apprenticeship as Education" (1926), discussed how apprenticeship in England was developed as a system for skill-training in the Middle Ages. Apprenticeship required that the apprentice be bound, or indentured, to a master in the trade for a period of five to twelve years, and that the master provide for the apprentice's welfare during that period. Scott maintained that an indicator of how well that system operated was the number of apprentices who married the masters' daughters (pp. 26-28). The regulations that controlled apprenticeship during this period were set by the guilds, whose history dates back to the Roman collegia, and were an integral part of the municipal government. The "merchant gilds" which governed the towns and villages consisted of officers of the guilds and were known as aldermen (Usher, 1933, p. 317). The guilds mandated the conditions for the training and keeping of apprentices; they also enforced the terms of the apprenticeship contracts and the regulations governing training. Masters were allowed only a specified number of apprentices and were forbidden to mistreat them. Failure to comply with the terms of training or the terms of the contract could result in the master's being denied the right to hold apprentices (p. 319).

The guilds continued to control access to the skilled trades by controlling the number of apprentices and the length of apprenticeship contracts. Virtually all the aspects of trade training in England fell under the legal purview of the guilds (Cunningham, 1905, p. 345). This control continued unabated until the English courts declared the guild regulations "injurious and vexatious" to manufacturers and the economy (Roberts, 1971, p. 39). This ruling led to the decline of town industry and the end of the power of the guilds. With the demise of the guild's stranglehold on industry, the careful system of trade training and apprenticeship, waned with the strength of the guilds. In defense of the guilds, Roberts stated, "The close supervision [of apprenticeship] imposed by the guilds was responsible for the high standards of workmanship and resulted in the well-wrought and artistic productions of the later Middle Ages" (p. 39).

The success of the Industrial Revolution in England can be traced to the fact that England was in a position to take advantage of the aligning of a number of simultaneous events which relied largely on a relationship between making a profit and technological innovation. Private enterprise did not necessarily have a bias toward innovation but did have a bias toward profit. If a profit could be made without investment in innovation, the profit would be sweeter because of the lack of pre-return investment (Hobsbawm, 1973, pp. 25-26).

The fuel for the explosion of the Industrial Revolution was located in a series of events. First was the expanding domestic markets in Britain. The population was beginning a sharp increase that would maintain its climb into the latter part of the nineteenth century. There were expanding markets in all parts of the British Empire and the United States, due to the climbing populations there, as well as the fact that more and more of these increasing populations, both at home and abroad, were urban in nature. These urban dwellers did not manufacture cloth at home, but purchased it with their earned wages, creating the basis of the new, commercial economy. Most of the domestic economies in the world were beginning to "warm up", thus creating cash for exchange. The final factor was that the Industrial Revolution occurred in a country that also "seized its international opportunities to corner a major share of the overseas markets" (Hobsbawm, 1973, pp. 30-38).

The great impact of the Industrial Revolution on manufacturing in England is also traceable to many different events occurring around 1750. The domestic markets of the early part of the eighteenth century demanded better forms of transport. The result was the first canals for transporting raw materials and finished goods followed by rail transport. The demand for cannons for the rapidly increasing navy stimulated Henry Cord, who revolutionized the manufacturing process of iron. In close relationship with the navy, Henry Maudslay introduced the industry of manufacturing quality, machine tools. Firms such as Wilkinson, Walkers and Carron Works (all iron foundries) reached their large sizes because of contracts with the navy and the government.

In *Education and Social Movements 1700 to 1850* Dobbs (1919) reflected on the effects of the Industrial Revolution on the young population in England. The coming of the factory age in England brought with it the demise of the apprenticeship system for many areas of skilled labour (Dobbs, 1919, p. 237). Bennett (1926) concurred with Dobbs when he stated:

> As soon as the master became merely an employer and turned over the management of his apprentices to journeymen, and especially when he kept from five to ten apprentices to every journeyman, the old family relationship between master and apprentice, which was similar to that of father to son, necessarily was lost, and with it a vital factor of the early system. (Bennett, 1926, p. 270)

No longer could it be a duty of all fathers to secure an apprenticeship for their sons, but these same sons were put out to work in the factories to help support the families. Dobbs (1919) pointed out:

> The growth of commerce has developed forms of juvenile labour which afford no preparation for an after-career and are often physically and morally harmful. Specialization has created openings for boys and girls in productive trades, in which there is no chance of their being absorbed in later life, but which retain their services until they are too old to seek regular employment. (p. 237)

Dobbs (1919) showed that the quality of life for the common man suffered during the Industrial Revolution as did the quality of life of the common child. The days of being fostered to a master for training were swept away by the need for the family to eat and survive. The short-term gain of child employment and its accompanying wages were offset by the lack of legitimate employment as an adult and by a reduction of the child's ability to support the parent in the parent's dotage (Dobbs, 1919, p. 239). This forced a change in the familial relationships because of the increased emphasis on working to survive:

> Economic reactions, other than the strain of actual poverty, are dissolving the bonds of family union. The personal authority of the employer has almost vanished, and the sphere of parental influence is continually reduced. But the difficulty is not simply that an old form of training has deteriorated; its decay is a sign that old methods are inadequate to modern needs. (Dobbs, 1919, p. 239)

This era gave rise to a liberal individualism that caused "the dismantling of centuries of protective, paternalistic control of trade and industry, of apprenticeship laws" (Thomis, 1974, p. 14). To a great extent, training for skilled trades became a piecemeal effort with the apprentice only receiving enough instruction to allow him to perform the tasks immediately required on the job-site.

EARLY APPRENTICESHIP IN CANADA

ROYAL COMMISSION ON INDUSTRIAL TRAINING AND TECHNICAL EDUCATION 1913

This Commission examined the state of industrial training in Canada as it applied to youth either as worker or as a student about to enter the workforce. In addition to examining the workplace in Canada, the Commission also examined the workplace in the United States and major industrialized countries in Europe. Submissions were heard from employers, employees, skilled tradesmen, union groups and educators.

In a section of the Final Report of the Royal Commission on Industrial Training and Technical Education (Robertson Commission) which deals with apprentices, the report points out emphatically that, because of the implementation of mass production found in the modern factory system of manufacture, new means must be found to provide for the instruction of apprentices. On this issue the report stated:

> The altered conditions of industrial work, by the organization of production through factories, have revealed the insufficiency of the traditional methods of education to meet these new conditions. New means and new opportunities are required to provide for apprentices and workmen the instruction and training for their trades. The employers are no longer able to supply those as the old master did to his apprentices. (Robertson Commission, 1913, p. 272)

The use of machines that replaced the highly skilled worker in the new manufactory system, caused an urgency of production and an attempt to recoup the capital expenses incurred with the purchase of that machinery. Time could not be relegated for instruction to apprentices in all facets of a chosen trade. The vocal outcry in defense of the skilled trades was that of "apprenticeship is disappearing" (Robertson Commission, 1913, p. 272).

The report pointed out there was a decline in the popularity of apprenticeship in Europe, and predicted the same trend for Canada. In describing this trend the report said:

> Even in a new country like Canada, where the demand for unskilled labour is usually great in the summer, they begin to feel the disadvantage [of no apprenticeship]. Too few of them learn to do skilled work which offers security of employment at good wages. (Robertson Commission, 1913, p. 273)

Robertson, through the Final Report of the Commission, stated that apprenticeship contracts in Europe with the responsibilities and the duties of both sides carefully prescribed were the exception rather than the rule as they were prior to the industrialization of the European economy. The Commission were concerned that the same fate would befall apprenticeable youth in Canada for two reasons - "extreme divisions of labour for the mechanic, the limited opportunities of ready employment for boys [at unskilled labour] at relatively high wages" (Robertson Commission, 1913, p. 273).

Comments made by the Royal Commission indicated that technical and vocational education were experiencing difficulty in their attempts to survive. The system of training of the apprentice or the working person was considered to be an industrial responsibility. Industries were becoming unable or unwilling to meet that responsibility due to the competition in which they were engaged. The monetary "squeeze" created by this competition eliminated the careful fostering and instruction of the old craft apprenticeship.

Submissions made to the Commission recommended that governments become involved with schools and employers to create a duality in industrial training. Industry would provide the necessary shop experience for skill development while the schools and government would provide the technical and academic preparation required to produce a well-rounded worker (Robertson Commission, 1913, p. 273).

CANADIAN NATIONAL RAILWAYS APPRENTICES[8]

Winnipeg 1914

Prior to 1920, both the Canadian Pacific Railway (CPR) and the Canadian National Railway (CNR) had industrial apprenticeship to meet their skilled, manpower needs. In an article in The Canadian National Railway Magazine, A. H. Williams (1920), Apprentice Inspector for the CNR, stated that the railway had inaugurated its training program for apprentices "about six years ago" (p. 22). This would place the inception of that program about 1914. To coordinate the activities of the various apprentices, the railway appointed an apprentice instructor whose duties were to "see that they are instructed in shop work and regularly changed from one class of work to another, according to a regular prepared schedule" (Williams, 1920, p. 22). The eleven trades that participated in this training program included: machinists, boilermakers, blacksmiths, moulders, pipe-fitters, electricians, carpenters, tinsmiths, painters, patternmakers and upholsterers (Williams, 1920, p. 22).

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[8] This section is included because railway apprentices from Alberta travelled to either Winnipeg or Moncton to receive their training under Canadian National Railway's apprenticeship programs.

The term of indenture for an apprentice in each of the eleven trades was five years. Throughout the apprenticeship period, records were kept to indicate the progress made by the apprentice. Apprentices in this system were placed under the department-shop foreman for the trade they were apprenticing but they were supervised by the shop foreman who worked in close cooperation with the apprentice instructor.

In addition to its apprenticeship program, CNR, following World War I, also developed a training program for disabled servicemen. The graduates of this training program were referred to by the company as "disabled helper apprentices" (Williams, 1920, p. 23).

As they worked toward the completion of their program, apprentices could be employed at either the Fort Rouge shop located in Winnipeg, or at the shop in their area. Until the expansion of CNR's apprenticeship program to Moncton in 1920, all apprentices were required to complete their final two years of training in Winnipeg. While the apprentice was trained at the outlying shops of the company it was the responsibility of the apprentice instructor to travel "over the line" to inspect work sites and to ensure that apprentices received the training required for their trade. When apprentices were required to relocate to Winnipeg in order to complete their training, the apprentice instructor was responsible for locating housing for the apprentices as well as seeing that they were provided with adequate care in the event of illness (Williams, 1920, p. 23).

The technical portion of the apprentices training was provided through night classes which were held twice a week at one of the two technical high schools in Winnipeg, Kelvin or St. John's. Technical instruction included classes in mathematics, physics and mechanical drawing. In describing the need for technical training Williams (1920) stated:

> The average boy has very little idea of applying what he may have learned in the Public School in any practical way, and the need of further education along the lines of his trade is very apparent. When the new system for training apprentices was inaugurated, it was felt that something must be done in the line of technical training. (p. 23)

Williams also pointed out that a good many of the boys who accepted an apprenticeship had been forced to leave school before they had completed high school, making the night classes more important.

The success of the program was measured several ways. First, Williams (1920) pointed out that a good number of prospective apprentices applied for these positions. Of the applicants that were accepted, very few left the trade to pursue other employment. Related to these reasons was the fact that, in 1920, there were over one hundred and twenty apprentices employed at the Fort Rouge shops alone (Williams, 1920, p. 23).

Moncton 1920

A further measure of the success of the Canadian National Railways' apprenticeship programs was the fact that officials made the decision to expand the program by adding a training facility at Moncton, New Brunswick, in May, 1920. Within five years after its establishment, this program included over 130 apprentices (Goguen, 1925, p. 8).

Apprentice training in Moncton utilized an alternative approach to the technical training in Winnipeg. Rather than using local schools as facilities, officials contracted with the International Correspondence Schools to provide that training. Each trade had instruction designed specifically for that area. In order to encourage apprentices to excel at the technical training portion of their program, supervisors at the Moncton shops opened a contest and awarded prizes to the apprentices who completed the greatest number of correct lessons in mathematics, physics or mechanical drawing over a set period (Appleton, 1920, p. 25).

Norton (1921), in a subsequent article, inferred the close relationship between practical and technical training when he wrote: "Through our system we hope that four or five years of apprenticeship will help us turn out highly trained mechanics, who are capable, not alone of practical work in their trade, but who are also familiar with the technical part of their trade" (p. 19).

In an article that appeared in the January 1923 issue of Canadian National Railways Magazine, the Supervisor of Apprentices, A. H. Williams (1923), wrote that the apprenticeship programs initiated by the CNR supplied the company with far better workers than before the comprehensive scheduled training program had been implemented (p. 13). Williams adopted a strong position for maintaining high entrance requirements for those applying for a company apprenticeship rather than accept minimally educated boys. He felt that a trade was honourable as a profession and that it contributed to the everyday life of the country. Williams (1923) stated that guiding students who could not succeed in school to the trades was:

> A dire insult to the trades. Such an attitude towards the trades will exist until all classes of society awaken to the fact that the trades are just as honourable as the professions and every bit as necessary for the complete operation of daily life. (p. 13)

The apprenticeship programs inaugurated by the railways in the early 20th century have evolved with the changing technologies employed by these railways. These programs have not expired, but are currently operating throughout major repair facilities in Canada.

THE BOILERS ACT OF 1918

This Provincial Act could be considered quasi-apprenticeship legislation because it specifies that "The Minister [Minister of Public Works] may from time to time nominate an inspector . . . to examine applicants for certificates . . . and may decide the subjects of examination for each class of certificate" (Revised Statutes of Alberta, 1922, p. 2472). This Act, introduced into the provincial legislature on March 18, 1918 by Mr. McLean, does not specify the type of training that an individual would need to prepare successfully for the examination subjects in the different classes of certificates, nor does it specify a period of time training. This Act was legislated because of the major concern for public safety in the operation and the maintenance of boilers. The Act prescribed that, in the interest of public safety, boilers of all types, stationary or mobile, even those rated as low as two horsepower, must be inspected annually. The qualifications of the stationary engineer who would operate these boilers is detailed in the Act.

TRADE SCHOOLS REGULATION ACT 1931 (Provincial)

As the economic base of the province slowly evolved from an agrarian base to a more diversified one, including an industrial sector, there was a shortage of skilled tradespeople who were qualified to serve the needs of industry.

Entrepreneurs were quick to recognize that the province lacked an apprenticeship program, and, in an effort to fill this void, began to establish private trade schools in the province. To control the growth of these schools and to monitor the instruction offered in approved schools so that minimum standards were achieved, the provincial government enacted the Trade Schools Regulation Act in 1931.

Under this Act, a trade was defined as any job requiring special skills. According to the Act, a trade school was considered to be:

> any place conducted by any person, body corporate or association of persons, whether incorporated or not, other than the University of Alberta or the trustees of a school district established pursuant to The School Act, at which any trade is taught or which is represented to be a place where any trade is taught. (Statutes of Alberta, 1931, p. 213)

In accordance with the terms of the Act, the provincial government had the authority, after inspecting the operation of that school, to revoke registration of any trade school contravening the terms of the Act. The Act did not allow the trade schools the right to issue qualification certificates for trade areas (Statutes of Alberta, 1931, p. 213). Approximately sixty years later, private vocational schools began to offer technical as well as practical training to Beautician apprentices. This is detailed in a subsequent chapter.

TRADESMEN'S QUALIFICATION ACT 1936 (Provincial)

With the rapid increase in the everyday use of prevalent technologies by the general populace, it became evident to provincial authorities that there was a need to control access to certain trade areas in the interest of public safety. Anyone could fill a coal-oil lantern, but not everyone could safely wire an electric circuit.

In 1936, E. C. Manning, then Minister of Labour for Alberta, introduced the bill that would become the Tradesmen's Qualification Act to the provincial legislature. The Bill reached Committee of the Whole on March 19, 1936, and received widespread support. Alberta Scrapbook Hansard (1936) noted that G. H. Van Allen objected to the general intent of the bill, and offered a number of unsuccessful amendments to it (p. 73). Other opposition members supported the bill, convincing the Minister to amend the enactment to include a specific percentage of the members of a trade that were required to file for status under this it (Alberta Scrapbook Hansard, 1936, p. 73).

On April 3, 1936, the Government of Alberta enacted the Tradesmen's Qualification Act which formally recognized the fact that individuals working in certain trade areas required special skills to perform the tasks associated with that trade. Under the terms of the Act, the following trades required qualification before one could be designated as a tradesman:

> the trade of mechanic engaged in all or any of the following activities, namely, the construction, building and repair of automobile engines, steam engines, boilers, internal combustion engines, refrigerators and refrigerating machines, the trade of plumber, the trade of steam fitter, . . . gasfitter, . . . electrician, . . . electric welder, . . . acetylene gas welder, . . . barber and any other trade in case sixty-six percent of the persons engaged therein petition. (Statutes of Alberta, 1936, p. 205)

The Lieutenant-Governor in Council, the cabinet of the ruling political party, was granted the authority to designate any other trade for certification purposes, providing that sixty-six percent of the persons engaged in that trade petitioned the Lieutenant-Governor to do so (Statutes of Alberta, 1936, p. 205). These trades were referred to as designated trades.

This clause of the Act was the first effort by the province to allow unspecified trade areas to become designated trades through the input of persons practising a particular trade. The Tradesmen's Qualification Act (1936) also allowed for the establishment of formal examination procedures for designated trades. Specific Boards of Examiners would be appointed from the trade, through the use of Orders-in-Council, to recommend the framework to be used in testing tradesmen. These boards also recommended the levels of proficiency needed for the certification of tradesmen. If differing levels of certification were deemed necessary within a trade, the boards made that recommendation to Cabinet. Recommendations of the boards to Cabinet were usually accepted (Statutes of Alberta, 1936, p. 205).

Persons wishing to become certified in Alberta under the Tradesmen's Qualification Act (1936) would apply to the board responsible for that trade or to the chief examiner for that city. Such an examiner was usually the chief inspector for that trade. J. Blight, a plumber certified under this Act and later an apprentice instructor under the Apprenticeship Act (1944) at the Provincial Institute of Technology and Art which would later become the Southern Alberta Institute of Technology, stated:

> The test [written sections] was presented to the applicant by the examiner at a specified place where you would write. The test would be completely long answer and hand written and would require hours to complete. When the test was complete the applicant was excused and the examiner would grade the test. If the examiner decided that there were too many plumbers in that city you didn't pass. If you had annoyed the examiner you didn't pass. If you appealed that mark you ensured that you wouldn't pass the next time either. (Personal interview, Oct 11, 1989)

Because of the lack of training for the examiners and because of the absence of methods of ensuring accurate and fair grading of the qualification exams, access to the ranks of the qualified members of a trade was controlled.

Although the Act specified penalties for the contravention of the terms of the Act, it also allowed for exceptions to the Act. To illustrate, a farmer would be allowed to perform regulated acts on his own land for his own use, but not as a service to others. Also, in the event there were no qualified persons in the area to do the work of a tradesman, non-certified persons could perform that work until such time as a qualified tradesman could be located (Statutes of Alberta, 1936, p. 206). The intent was that the employer would actively search for a qualified person for that position or take steps to have the unqualified person certified.

The Tradesmen's Qualification Act (1936) was enacted during the period of the Great Depression. This period of economic hardship was the result of falling prices for commodities and a high rate of unemployment, which caused less consumer demand and spiralled further losses in consumer spending. Western Canada suffered doubly because of the droughts of the thirties, falling markets for agricultural products and the few manufactured goods that were produced. In Table I, page 95, are data which show the thirteen apprenticeable trades that were designated under the Tradesmen's Qualification Act (1936).

TABLE I

Apprenticeship Trades Designated Under The Tradesman's Qualification Act[9]: Year Designated

	TRADE	YEAR
1.	Acetylene Welder	1936
2.	Barber	1936
3.	Boiler Mechanic	1936
4.	Electric Welding[10]	1936
5.	Electrician	1936
6.	Gasfitter	1936
7.	Motor Mechanic[11]	1936
8.	Plumber	1936
9.	Radio Mechanic	1936
10.	Refrigeration Mechanic[12]	1936
11.	Refrigerator Mechanic[13]	1936
12.	Steam Engine Mechanic	1936
13.	Steamfitter-Pipefitter	1936

[9] Although the *Tradesman's Qualification Act* received assent in 1935 the trades designated under the Act were not part of the Act. The trades were designated through Orders-in-Council and the dates of those orders are the dates of actual designation.

[10] The trades of Electric Welder and Acetylene Welder were treated separately through this Act but were dealt with jointly through the *Welding Act* (1941).

[11] This designation also included the trade of Heavy-duty Mechanic.

[12] This trade refers to refrigerating machines with manually operated controls.

[13] This trade refers to refrigerating machines that are controlled through automatic devices.

SUMMARY

Apprenticeship has long been a factor in the education of the young of many nations and cultures. The influence of apprenticeship can be easily demonstrated in numerous founding civilizations. The ancient Egyptians made extensive use of apprenticeship in the training of the artisans responsible for creating art work representative of that period. The Greeks followed an informal apprenticeship system for the training of the young men destined to become the skilled freemen of their time. When the Age of the Greeks drew to a close, the practice of youth apprenticeship became less reputable as the idea of skilled labour for a freeman of any station became onerous. The Romans used apprenticeship not only to train for the skills required in a trade, but also for the skills required in the areas of navigation, diplomacy, war and many more vocations.

During the Middle Ages and through to the Commercial Revolution, the practice of apprenticeship for skill training saw great success. Many of the characteristics, and much of the terminology used in the discussion of apprenticeship, originated in this period. Terms such as apprentice, journeyman and master craftsman, still in common use today, evolved in this period as did the formal system of guilds for the skilled labourer. This period contains the first example of a national government, the English Monarchy working through Parliament, attempting to control the training of apprentices through legislation.

The Industrial Revolution caused the demise of the system of apprenticeship as it had been known to this time. The manufactories grew to such a size that the employer was no longer working beside the apprentice as had been the case through much of history. The driving force for business in England had become profit, and the thorough training of apprentices became too unwieldy for the profit statements. Boys and girls worked shifts beside adults for long hours and less money, but were not allowed the luxury of training for a life career. Many of the jobs assigned to these children were given to them strictly because an adult would not work for that wage. Such reasoning led to great abuses in child labour and generally horrifying working conditions for all.

The Royal Commission on Industrial Training and Technical Education (1913), also known as the Robertson Commission, examined the state of technical training in Canada and other major industrialized nations of the time. The Commission concluded that apprenticeship could remain a viable method of training skilled workers for industry, but needed to be under the control of some level of government in order to ensure quality training without the abuse of child labour. Recommendations for apprenticeship included the institution of a duality in apprenticeship, with the schools and government forming a partnership to provide the technical and academic instruction necessary, and industry training the worker in the practical matters of the trade.

The Canadian National Railway found they were unable to fill their needs for skilled workers through immigration, and turned to pre-industrial revolution style apprenticeship to meet their requirements. To fulfil those needs the Canadian National Railway instituted a program of apprenticeship in eleven trade areas about 1914. These in-house apprenticeship programs operated successfully in the years that there were no apprenticeship programs being offered by the various governments of the day.

The Boilers Act (1918) dealt with the problems of ensuring that those who operated boilers used for heat or power would be qualified and could perform their tasks with a strong regard to public safety. The Boilers Act created a method of testing the operators of these plants, and issued certificates of qualification to successful applicants. Although there was a specified method of testing there was no specific way of determining who had been trained for that role.

The Trade School Regulation Act (1931) was provincial legislation designed to control the growth of private trade schools in the province. This legislation enabled the government to control and inspect the operations of such institutions. The Act did not authorize the schools to issue certificates of qualification.

The Tradesman's Qualification Act (1936) recognized the need to control the activities of certain trades being practised in Alberta. There were two major criteria for being selected as a trade under this Act. The first criteria was recognition of the fact that the trade held certain responsibilities to the public with regards to its safety. The second criterion for designation under this Act was for a two-thirds majority of the members of that trade requesting designation through a petition to Cabinet. This Act specified the conditions necessary to receive certification, but did not specify the need for a training procedure before attempting certification.

CHAPTER IV

THE PERIOD 1940 TO 1959

INTRODUCTION

Chapter III examined the origins of apprenticeship by chronicling the evolution of the system from the Romans through the Greeks. After the roots of apprenticeship were exposed, the historical background reviewed skill-training in the Middle Ages in England, during the Commercial Revolution, the Industrial Revolution and the basis of apprenticeship in Canada from 1905 to 1939.

The content of this chapter, the evolution of apprenticeship in Alberta from 1940 to 1959, will be divided into four sections, three of which will include information pertaining to the debate preceding the passage of the Acts that impacted apprenticeship. The contents and aims of those Acts will be discussed. The three Acts are: The Welding Act (1941), a provincial enactment; The Vocational Training Coordination Act (1942), an enactment of the federal government; and The Apprenticeship Act (1944), another piece of provincial legislation. In addition, the growth of the apprenticeship system in Alberta through the period 1944 to 1959 will be chronicled.

THE WELDING ACT OF 1941 (Provincial)

The enactment of provincial legislation for rating of the qualification of tradesmen engaged in the Welding trades was the result of concern on the part of provincial authorities for the safety of the general populace. Following the Great Depression, there was considerable expansion in the use of oxy-acetylene welding equipment in industry. The use of the equipment was non-regulated, and serious injuries were occurring to workers who operated the equipment without proper training (Personal interview - A. C. Rainsforth, 1971, Blacksmith, CNR 1920-1960). The provincial Minister of Public Works was given the task of regulating the Welding trade through the Welding Act, which received Royal Assent April 8, 1941 (Statutes of Alberta, 1941, p. 367). One portion of this Act created a structure for administering the provisions of the Tradesmen's Qualification Act (1936) in the Welding trades[14]. A second section legislated provisions for specifying standards for welding equipment and the appointment of inspectors to see that these standards were adhered to in industry.

According to the terms of the Act, the Minister, through Cabinet, was given the authority to compile examination procedures for the trade. All persons who worked as Welders were required to attempt these exams and to attain a specified proficiency with the practical test in order to be certified as

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[14] The Welding Act (1941) refers to a singular welding trade while the Tradesmen's Qualification Act (1936) lists electric welding and acetylene welding separately.

Welders. To assist the Minister in his responsibilities to the Welding trades, Boards of Examiners were appointed. Recommendations from these Boards were passed on to Cabinet to assist with the decision-making process (Statutes of Alberta, 1941, p. 368).

The Welding Act (1941) allowed the government to further enhance the safety of the Welding trades by allocating to Cabinet the power to stipulate the regulations for use, repair and storage of welding equipment. The Act also included provisions that would eliminate the sale or display of any welding equipment that had not been approved by the province. Under the terms of the Act, inspectors could scrutinize the trade for infractions of the regulations. The province demonstrated concern for the safety of the worker by "specifying hazardous welding operations and regulating or prohibiting the practice of such operations" (Statutes of Alberta, 1941, p. 368).

Additional duties of the government under this Act, through the Minister of Public Works, included the printing of the rules and regulations under the Act and ensuring that these regulations were posted in the proper areas giving, persons involved in the trade access to them. The government was also made responsible for certifying that employer and employee groups were made aware of changes in the regulations, as well as having the changes or additions to the regulations printed in the Alberta Gazette. Finally, the government was empowered to make regulations:

> as to any other matter or thing, the doing of which is permitted by this Act or which has for its objective the avoidance of danger to life and property by reason of the installation, repair or use of any welding equipment or for which no specific provision is made by this Act for the purpose of carrying out the provisions of this Act according to the true intent thereof. (Statutes of Alberta, 1941, p. 369, sec. p)

Provision under the Welding Act (1941) allowed Cabinet to appoint inspectors and support staff in order to carry out the specifics of the Act. The inspectors had the right of access to a business and the right to cross over private property boundaries in the performance of their duties "at any reasonable hour" (Statutes of Alberta, 1941, p. 369, sec. 7). The Act stipulated that inspectors would scrutinize the trade for infractions of the regulations. A system of fines was included in the text of the Act in case of contravention of sections of the Act.

In order to remain abreast of the changing and developing technologies involved in the welding trade, Cabinet was empowered, by the Welding Act, to add rules and regulations to the Act by having them published in the Alberta Gazette. These additions were placed on the "table of the House" at the commencement of the next session. Regulations so placed became law at the completion of that session unless they were specifically "disapproved of" in the House (Statutes of Alberta, 1941, p. 369).

The Welding Act contained provisions to formulate a Welders' Code for the industry and stated that Cabinet might:

> upon the recommendation of the Minister [Minister of Public Works], declare any such code to be in force either in whole or in part or with such variations as may be specified in the order, and upon publication in the Alberta Gazette of any such order, the rules thereby declared to be in force subject to any variations as may be specified in that order, shall take effect and the same force as if the same were rules and regulations made pursuant to this Act. (Statutes of Alberta, 1941, p. 369, sec. 6)

There were two areas of exception contained in this Act. A farmer, with his own welding equipment, could still operate that equipment on his own land to maintain own equipment, but could not be reimbursed for work on another person's machinery. The Act also allowed for the authorization of non-certified persons to operate welding equipment if there were no qualified persons available to perform the necessary work. This provision was in accordance with the Tradesmen's Qualification Act (1936). Neither Act specifies where this authority would originate from. With these two exceptions, the trade of Acetylene Welding was restricted to holders of valid certificates of proficiency for that trade. Contravention of the regulations set out in the Act was punishable by a fine of not more than ten dollars a day over the length of the infraction (Statutes of Alberta, 1941, p. 370).

THE VOCATIONAL TRAINING COORDINATION ACT, 1942
(Federal)

A resolution was introduced into the House of Commons by the Honourable Humphry Mitchell on April 20, 1942, stating his intent to introduce a bill dealing with the necessity of the federal government to become involved in the funding for vocational training (Debates of the House of Commons, Vol. II, 1942, pp. 1746-1768). On April 23, Bill 64 went to a Special Committee following second reading. The Bill was returned to the House for debate by the Committee of the Whole where, but for a few disagreements over procedure, debate was routine. During these debates Noseworthy (Liberal) made reference to the difficulties Manitoba had in collecting its portion of the funds through the Technical Education Act, 1919 (Debates of the House of Commons, Vol. IV, 1942, pp. 4109-4110). Debate closed on July 13, 1942, with the Bill being only slightly amended. Royal assent was given to the Act on August 1, 1942.

The Vocational Training Coordination Act (1942) was a permissive, federal enactment that provided federal funds to the provincial governments for cost-shared programs in the area of vocational training. Under the scope of the Act, the federal Minister of Labour was empowered, with the approval of Cabinet, to enter into agreements with the provinces to provide financial assistance to them for "the development and carrying on by the province of any project recommended by the Council to provide vocational training for apprentices or supervisors in any industry" (Statutes of Canada, 1942, p. 180). The upper limit of financial assistance by the federal government to each province was the amount contributed by the participating province.

For coordination purposes, the Act established the appointment of a Vocational Training Advisory Council comprised of sixteen representatives from labour, management, related interests and provincial governments. The composition of the Council followed the guideline of equal representation of employers and employees with the remainder consisting of other interested parties. The chairman of the Council was appointed by Cabinet for terms of not more than three years. The Council was to advise the Minister in matters concerning vocational training and apprenticeship (Statutes of Canada, 1942, p. 181). Representatives from provincial governments became the most important means of securing provincial consent to intergovernmental agreements pursuant to this Act. These agreements dealt with apprenticeship training, re-establishment [veterans'] training and vocational school assistance.

As a result of this Act, a number of provinces legislated Apprenticeship Acts. Among these provinces were Alberta, Manitoba, New Brunswick and Saskatchewan. The federal-provincial agreement negotiated under this Act in 1944 by Alberta provided for the infusion of federal funds to the province's new apprenticeship training programs that became operational in early 1945.

THE APPRENTICESHIP ACT OF 1944
(Provincial)

The Apprenticeship Act, enacted by the provincial legislature in 1944, set the formal framework for the modern

Apprenticeship system in Alberta when the Act made provision for the registration and training of apprentices. The Act prescribed the terms of skill-training through apprenticeship in trades to which that training would apply. As well, the Act provided the first formal definition of the term "apprentice" found in provincial legislation. According to the Act, an apprentice was defined as "a person at least sixteen years of age who enters into the contract of service in accordance with this Act, whereby he is to receive from or through his employer, instruction in any designated trade" (Statutes of Alberta, 1944, p. 111).

The Apprenticeship Act (1944) defined the terms of the contract of apprenticeship by stating that no contract should be less than twelve months' duration and shall include at least 2000 hours of training. The period of on-the-job training shall be supplemented by not less than 144 hours on related technical, classroom instruction. This training period shall not include vacation periods (Statutes of Alberta, 1944, p. 114).

One of the primary functions of this Act was the creation of a Provincial Apprenticeship Board that was to regulate the apprenticeship program and to advise the Minister of Trade and Industry on all matters pertaining to apprenticeship. This Board was to have a maximum of five members, one of which to be appointed Chairman, usually appointed by the Minister to function as the Director and administrator of apprenticeship in the province. The other members of the Board were include at least one from organized labour and one from industry. The composition of the rest of the members of the Board was not specified. The terms of the appointments, made by the Lieutenant-Governor-in-Council, were open. For the purposes of meetings, a majority of the Board was considered a quorum (Statutes of Alberta, 1944, p. 112).

The duties of the Board were to make regulations to control the registering of apprentices, the training of apprentices and the general conditions of employment for apprentices. Under these areas, the Board controlled the minimum qualifications of those applying to become apprentices. As well, the Board stipulated the training and the classes for the apprentices. The Board provided the certificates of proficiency for completed apprentices and was empowered to cancel, suspend or renew such certificates (Statutes of Alberta, 1944, p. 115).

The Board could, with the permission of the Minister, make regulations concerning the hours of work required of apprentices, providing those hours of work were not in disagreement with the labour statutes of the province. Also, the Board could mandate wages for apprentices if that did not contravene the Minimum Wage Act (1925) for males and females (Statutes of Alberta, 1944, pp. 115-116).

The duties of the Provincial Apprenticeship Board included all of the administrative chores one would expect of a government agency. The Board was responsible for maintaining a registry of employers engaged in a designated trade, prescribing the forms for the apprenticeship contracts, registering those contracts, setting procedure for the cancellation, suspension and renewal of contracts, providing for the examination of and the issuing of certificates of proficiency and collecting of fees for services. The Board was also responsible for setting the qualifications for the persons on the Provincial Advisory Committees (PAC) and for mandating their functions and powers. The issuing of the Completion of Apprenticeship Certificates was another responsibility of the Board. Lastly, the Board was empowered to do whatever was required, "generally for the better carrying out of the Provisions of the Act" (Statutes of Alberta, 1944, p. 116).

Important to the powers of the Board was the right to call conferences and to hold inquiries into trade matters so that the Board members would be better informed about the decisions they were making. Amendments to the regulations of the Board or to the regulations of a Provincial Advisory Committee were to be given to at least five, representative employers or employees engaged in the trade throughout the province for review and analysis (Statutes of Alberta, 1944, p. 117).

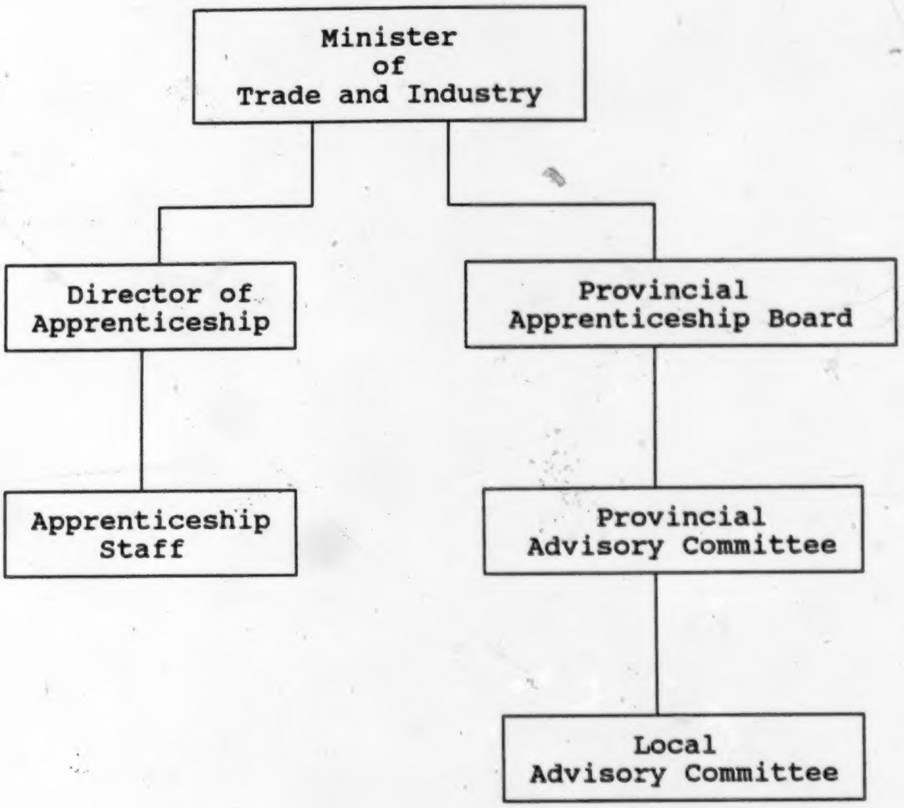
As a result of The Apprenticeship Act (1944), an industry advisory system was established which consisted of Local Advisory Committees (LAC) and Provincial Advisory Committees (PAC) for each of the trades. It was the duty of LAC's to hear complaints from employers and apprentices in subject- matters that pertained to the training of apprentices. From its findings, a LAC made its recommendations known to the PAC responsible for that trade. This latter committee was made up of members who were selected from each Local Advisory Committee. Through its representation on the Provincial Apprenticeship Board and the Advisory Committees, industry established a considerable amount of control over the apprenticeship program (Simon, 1962, p. 258). The organization of apprenticeship in Alberta in 1944 is represented on Chart 1, page 111.

While the Act, in itself, did not legislate the training the apprentices were to receive, the agreement signed between Alberta and the Government of Canada did create guidelines for this training. The trade to which the apprentice was indentured required at least 4,000 hours of training and had to be designated an apprenticeable trade by the province before any federal funding would be allowed for training under the Apprenticeship Agreement. The province was required to provide the apprentice and a representative of the federal government with an outline, which included the approximate times that the apprentice would spend being trained at each task on the job and at the technical institute, of the training required for that particular trade.

Each apprentice must be allowed access and release from the worksite to attend the technical training portion of the apprenticeship. The time spent in these classes would be applied to the required hours of training for that trade.
That time varied between trades and between years of apprenticeship in some trades.

CHART 1

ORGANIZATION OF APPRENTICESHIP IN ALBERTA: 1944


Minister of Trade and Industry
Director of Apprenticeship
Provincial Apprenticeship Board
Apprenticeship Staff
Provincial Advisory Committee
Local Advisory Committee

This Act made it illegal for an individual to work as an apprentice without being registered as one, or for an employer to hire someone to work as an apprentice who was not registered. In addition, the Act stipulated fines of not less than ten dollars and not more than one hundred dollars or up to three months in jail for the contravention of its provisions (Statutes of Alberta, 1944, p. 117).

Subsequent to the enactment of The Apprenticeship Act, (1944), the first Director of Apprenticeship, Mr. J. P. White, was appointed, in 1945, to direct the adminstration of the newly established, apprenticeship system. White held this position until April 24, 1963, when he retired and the Assistant Director, F. E. Whittle, was appointed Director. White, who prior to returning from the service in World War II had served as a Superintendent of Schools in Pembina District # 37, used his position as Director to influence the direction he felt that apprenticeship should take during his tenure. One of the first duties of the new Director "was to arouse in industry interest in the adoption of apprenticeship in the trades" (Simon, 1962, p. 258). The efforts of White proved to be successful, because by June of 1945, Local and Provincial Advisory Committees had been established for the trades of Bricklayer, Carpenter, Electrician, Painter, Plasterer, Plumber, and Sheet Metal Worker (Department of Labour, Ottawa, 1957, p. 8).

The Apprenticeship Board held its first meeting on February 7, 1945, in the Board Room of the Provincial Building. According to J. Johnston, an apprenticeship officer and trade instructor from 1952 to 1987, White's philosophy could be summed up in the phrase, "Lead people, don't drive them" (Personal interview, J. Johnston, Aug. 1989). Following this direction, White utilized the instructors at the Provincial Institute of Technology and Art (renamed the Southern Alberta Institute of Technology in 1962), who were normally responsible for technical training, during the summer period when apprenticeship classes were suspended, to act as Apprenticeship

Field Officers. This resulted in the instructors being present in the field to witness the problems that were occurring in industry rather than receiving notice of needed curricula changes through the Advisory Committees. Johnston pointed out that it was not uncommon for instructors to visit work-sites as apprenticeship officers and to become involved, "hands-on", with problems in the trade. This cooperation for the betterment of the trade resulted in the officers being in agreement with another of White's dictums, "enter a business, accomplish your task and leave, being welcome back" (Personal interview, J. Johnston, Aug. 1989). The Apprenticeship Act (1944) was not complete in itself. Although the Act defined the province's role in skill-training through apprenticeship, it did not contain the mechanisms to fund completely such an ambitious undertaking. In addition to partial funding by the province, the remaining funds came from federal monies that were authorized under the Vocational Training Co-ordination Act (1942). To this end, the province of Alberta and the Dominion of Canada signed a Memorandum of Agreement October 14, 1944.

This federal-provincial agreement stipulated the conditions both governments were to uphold during the ten year life of the Agreement. The Agreement specified that the federal government would be responsible for the training costs incurred by the province, providing that those costs were not in excess of the amounts contributed by the province (Vocational Training Co-ordination Act, Memorandum of Agreement, p. 1). Schedule "Y" of the Agreement stated: "The

Dominion will share equally with the Province in the costs as set forth in this schedule, which have been incurred by the Province in carrying on apprenticeship training pursuant to this agreement and in such costs only" (Vocational Training Co-ordination Act, Memorandum of Agreement, Schedule Y, p. 1). With the proviso that the training classes must fall within the definitions under the Agreement, the federal government agreed to be responsible to the province to share in the following costs: salaries of the instructors set by the provinces in consultation with the federal Director, weekly allowances for the apprentices while training in institutions, materials, supplies and handtools, rental or lease costs of equipment not owned by the province, purchase of necessary equipment, maintenance of equipment, a provision for rental costs or capital costs of construction if the provincial and federal governments agreed, and pre-approved renovations to training facilities (Vocational Training Co-ordination Act, Memorandum of Agreement, Schedule Y, pp. 1-2). The memorandum also included a clause making the federal government totally responsible for the costs of rehabilitation training for discharged members of the Armed Forces (Vocational Training Co-ordination Act, Memorandum of Agreement, Schedule L).

From its inception in 1944, Apprenticeship had been assigned by provincial authorities to the Department of Trade and Industry where it remained until 1948. It was in 1948 that portfolios were shifted and the Department of Industry and Labour was formed. Apprenticeship was transferred to this new

Department from the Canadian Vocational Training Division of the Department of Trade and Industry where it had been for the previous two years.

The first classes for the technical training of apprentices began in the autumn of 1945 in Canadian Vocational Centres that had been used for the retraining of returning service personnel. These veterans were being trained under the Rehabilitation Training Agreement (Simon, 1962, p. 259). Veterans constituted the largest portion of apprentices who attended these classes. As their numbers started to decline, the federal government began to close these Canadian Vocational Training Centres. In discussing the closure of these centres, Simon (1962) wrote that "by 1948 the only Alberta center [sic] to remain in operation was the one in Calgary" (p. 259).

Soon it became apparent to those associated with apprenticeship training that the Calgary Centre could not meet the technical training needs for all the apprentices in the province. To meet this demand, the Department of Education made available to the Apprenticeship Branch the facilities and staff of the Provincial Institute (Simon, 1962).

At the end of the regular school year of the Institute, in May, 1948, the first group of apprentices, forty-two Auto Body Mechanics, began their technical training. The number of apprentices was small for these reasons: the high public demand for the services provided by this trade, and the reluctance of employers to release apprentices for technical training (Simon, 1962). The latter reason had an impact on the length of technical training the apprentice received. Although the Provincial Advisory Committee for this trade asked for an annual, three-month training period, in some instances it was reduced to one (Simon, 1962).

The data in Table 2, page 117, compiled by Simon (1962) in conducting research for his study, History of the Alberta Provincial Institute of Technology and Art, show enrolment statistics for technical training that was available to apprentices at the Provincial Institute of Technology and Art from the 1948 - 1949 term to the 1960 - 1961 term. Simon used two sources to assemble this information. For enrolment prior to the 1956 - 1957 term, data was taken from the Annual Announcements of the Institute. For enrolments from the 1956 - 1957 term the Annual Reports of the Provincial Department of Education were used (Simon, 1962).

These data do not include the number of apprentices in the trades of Plumbing, Plastering, Bricklaying, or Painting and Decorating who were receiving instruction at the Canadian Vocational Training Centre in Calgary.

It should be evident from information provided in the table that the administration of the Institute of Technology and Art accepted the responsibility to provide technical training for additional trades each year, from one trade in 1948, to twelve trades in 1960.

In a series of letters from the provincial Minister of Industry and Labour to the Lieutenant-Governor-in-Council, the Minister stated that a number of trades had been designated

TABLE 2

APPRENTICESHIP ENROLMENT - PROVINCIAL INSTITUTE OF TECHNOLOGY AND ART FROM 1948 TO 1961

APPRENTICESHIP TRADE	YEAR												
	1948 1949	1949 1950	1950 1951	1951 1952	1952 1953	1953 1954	1954 1955	1955 1956	1956 1957	1957 1958	1958 1959	1959 1960	1960 1961
Auto Body Repair	42	100	107	95	135	273	221	193	190	195	198	229	216
Carpentry		24	39	42	66	120	84	108	149	189	215	238	201
Electrical		56	182	187	286	432	362	399	420	460	520	521	557
Motor Mechanics		60	258	287	700	929	676	698	751	807	839	874	942
Sheet Metal			24	37	36	48	90	144	164	180	210	228	233
Radio					10	9	2					46	68
Refrigeration						3	3			1	1	14	30
Machine Shop									36	42	44	53	44
Cooks										12	30	24	25
Lathers										5	4		
Heavy Duty Mechanic											10	27	75
Millwrights												3	
Total Enrolment	42	240	610	648	1233	1914	1238	1542	1710	1891	2071	2238	2391

Taken from: Simon, F. (1962), History of The Alberta Provincial Institute of Technology and Art, p. 261

under the Apprenticeship Act (1944). The trades of Plumber, Steamfitter and Gasfitter were designated under the Act by Order-in-Council 847/45 on May 30, 1945 (Letter March 16, 1956). The trade of Motor Vehicle Repair was designated under the Act on January 2, 1946, by Order-in-Council 27/46 (Letter March 16, 1956). With the authority granted to it under the Apprenticeship Act (1944), the Apprenticeship Board recommended de-designation of the Printing Trades[15] as recommended by industry representatives and the Local and Provincial Advisory Committees. This recommendation was accepted by Cabinet, and on October 30, 1950, Printing was no longer an apprenticeable trade in Alberta. After receiving submissions from industry,the Apprenticeship Board accepted a brief from the Provincial Advisory Council outlining responsibilities for the Sheet Metal trade. The PAC recommended that Sheet Metal become a voluntary trade under the Apprenticeship Act (1944) (Apprenticeship Board Minutes, April 14, 1954).

Trades could become designated under the Apprenticeship Act (1944) following either one of two patterns. The Apprenticeship Board appointed a Provincial Advisory Council after receiving a request either from 66% of the active members of that trade, or from 66% of the employers in that trade, or through a directive from the Minister to investigate the possibility of that trade being designated as apprenticeable. The PAC investigated the trade and its needs, and provided the Board with its findings and recommendations for designation. When the PAC left the meeting, the Board entered a closed session to discuss the merits of the proposal. If the Board concurred with the PAC, the PAC would be directed to develop a technical curriculum and training program for that trade. These issues were presented to the Board at different meetings and, gradually the trade approached designation. During the final step in the designation process, the request was presented to the Minister for his approval. Such approval was not automatic.

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[15] The archival records of the Apprenticeship Branch normally contained the minutes of the meetings of the Board, but these records are not complete. In the 1960's, a fire in the Apprenticeship Branch resulted in some records being lost due to fire or water damage. It would appear that the records which give the date of the designation of the printing trades are among those missing.

GROWTH OF APPRENTICESHIP TO 1959

As the growth of apprenticeship continued in Alberta through the late forties and into the early fifties, recognition of the efforts expended by the Provincial Department of Industry and Labour was forthcoming. In a letter addressed to the Alberta Deputy Minister of Industry and Labour, A. H. Brown, under the date of April 20, 1954, J. E. Oberholtzer, federal Deputy Minister of Labour, stated:

> I should like to assure you of continuing close co-operation by this department with your department in this field of training. At the same time, I should like to congratulate you on the very successful program of apprenticeship training which Alberta has developed in the post war period, and the continued progress you are making in this field of training. (p .2)

Data in Table 3, page 121, show the total number of apprentices registered in Alberta from 1946[16] to 1959. These data also reveal the total number of apprentices who attended technical training sessions from 1951, the first year that the Apprenticeship Branch began to keep records of apprentices who attended technical training (Personal correspondence, Wayne Nixon, Director of Programs Support and Registrar, Apprenticeship and Trade Certification).

Statistics contained in the 1955 Apprenticeship and Trade Qualification Branch, Department of Labour, Annual Report show that there were 718 cancellations of Apprenticeship Contracts in that year. While the reasons for these cancellations were not specifically addressed, Wayne Nixon, Registrar, Apprenticeship and Trade Certification, stated that approximately 50% of the apprentices who had their contracts cancelled did so in the first year, before any technical training sessions were attended. Of the remainder, half, or 25%, became indentured in another trade area. Only 25% of the apprentices whose contracts were cancelled appear to have left the trades entirely. Data in Table 4, page 121, represent the number of apprentices whose contracts were cancelled compared to the number of apprentices who were registered in the period from 1955 to 1959.

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[16] This is the first year that records were kept, according to Wayne Nixon, Director, Programs Support and Registrar, Apprenticeship and Trade Certification.

TABLE 3

Numbers of Apprentices Registered In Alberta

1946 - 1959

APPRENTICES REGISTERED	APPRENTICES IN SCHOOL	YEAR
386	--	1946
1486	--	1947
1464	(42)[17]	1948
1869	(240)	1949
2297	(610)	1950
2328	1536	1951
2445	1807	1952
3095	1835	1953
3208	2016	1954
3638	2258	1955
3876	2787	1956
4266	3080	1957
4462	3466	1958
4789	3560	1959

TABLE 4

Number of Apprenticeship Contract Cancellations:

Apprentices Registered: Year

APPRENTICES REGISTERED	CONTRACTS CANCELLED	YEAR
3638	718	1955
3876	872	1956
4266	991	1957
4462	851	1958
4789	863	1959

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[17] The figures in parentheses are taken from Simon's thesis, History of the Alberta Provincial Institute of Technology and Art, (1962), and only reflect the enrolment there. These figures do not include the numbers of apprentices who attended the Canadian Vocational Training Centre in Calgary.

INTERPROVINCIAL STANDARDS PROGRAM (RED SEAL)

The Apprenticeship Branch, as it continued to grow and gain expertise, entered a phase where existing programs and regulations for those programs could be refined. One of the programs that was proposed and supported by personnel of the Apprenticeship Branch was the Interprovincial Standards Program (Red Seal). This program would allow for increased mobility of journeymen, allowing them to move to locations outside of the province they were qualified in to answer labour-market needs. This movement was possible for journeymen who had passed the Interprovincial Examination (Red Seal). These journeymen were allowed to work in participating provinces without being required to re-qualify by examination (Apprenticeship Opportunities, undated, not paginated). Tradesmen from Alberta would enjoy reciprocal rights upon entering these provinces.

Because education is a provincial jurisdiction, agreements such as this must be negotiated between provinces. Jack Blight, an apprenticeship instructor, recalled that the Red Seal Program was first discussed in Alberta early in 1954 and remained dormant until 1958 (Personal interview, Oct. 11, 1989).

The Red Seal program was developed through a series of meetings and conferences between the Directors of Apprenticeship of the provinces and the federal Department of Labour representatives. With the federal representatives acting as mediators, the provinces agreed to allow certain trades to fall under the auspices of the program.

The objective of the Red Seal Program was to allow tradesmen in Alberta, and in other provinces, the freedom to move throughout the country. This freedom of movement could cut local unemployment by allowing tradesmen from a high unemployment, depressed area, to relocate to another province with low unemployment, without incurring a penalty through employment status. Later the Red Seal program would become a topic at inter-provincial conferences on apprenticeship.

The Red Seal Program was brought into operation in late 1958, but the first Alberta trade to be designated under that national program was that of Motor Mechanic on January 1, 1959. A full, two years elapsed before any other trades were designated Interprovincial (Red Seal). The difficulty the Directors met with while trying to commit more trades to the program was that apprenticeship is a provincial, educational responsibility, and, as a result all provinces had to agree to curriculum and testing procedures for those trades. The blanket agreement had to be arranged through willingness rather than through pressure because all provinces are equal and the federal government cannot force educational change onto the provinces.

This program established a minimum standard of knowledge in those trades where the program had been agreed upon by at least six provinces and territories that participate in the program.

An Inter-provincial Examination can be written by graduating apprentices, who hold an Alberta Journeyman Certificate or by journeymen from other jurisdictions that participate in the program. Those who pass the examination are granted a Red Seal, a numbered seal affixed to provincial trade certificates and pocket identification cards. The Red Seal program has been a co-operative venture between the federal government and the provinces since its inception.

In 1959, the Alberta Cabinet underwent a substantial shuffle. This included not only changes in the responsibilities for the Ministers, but changes also in the titles and responsibilities for various departments. As part of this re-organization, apprenticeship found itself moved from the Department of Industry and Labour to the newly created Department of Labour.

Data in Table 5 show the three departments of the provincial government that were responsible for the Apprenticeship Program from 1944 to 1959.

TABLE 5

Provincial Government Departments That Controlled Apprenticeship: 1944 - 1959

	DEPARTMENT	YEARS
1.	Trade and Industry	1944 - 1947
2.	Industry and Labour	1948 - 1959
3.	Labour	1959

In a 1959 document "Guide to Field Supervisors", minimal educational levels were stated for a number of the trades falling under the Apprenticeship Act (1944). Applicants seeking apprenticeship entrance to such trades as Sheet Metal Mechanic, Carpenter, Motor Mechanic, Heavy Duty Mechanic, Millwright, Plumber, Gasfitter and Steamfitter were required to have at least grade nine standing. Refrigeration Mechanic apprentices were required to have grade nine, as well as grade ten mathematics. The same level of educational qualification was demanded of the applicants for Electrical and Radio Technician apprenticeships (Guide to Field Supervisors, 1959).

SUMMARY

The Welding Act of 1941 was a provincial enactment that was designed to control the activities of one trade, Welding, in order to safeguard the general population of the province from hazards in this trade created by unqualified persons. This Act did not deal with the problem of training persons in the use of acetylene or electric welding equipment, but rather with the certification of persons involved with the trade. Training for young workers was presumably left to the discretion of the journeymen. This Act did allow the government the authority to enter and inspect premises that were engaged in the welding trades, and did provide for fines in the case of violations under the provisions of the Act.

The Vocational Training Coordination Act (1942) represented the first, concrete manifestation of the federal government's acknowledgement of the provinces' inability to fund apprenticeship training adequately on their own. This Act allowed the federal Minister of Labour, with the approval of the federal Cabinet, to enter into agreements with the individual provinces for the purpose of training apprentices. Under the terms of the Act, federal-provincial agreements were to be drafted which would specify the proportions of the training costs that were to be incurred by the provinces and the federal government. This skill training also included training for returning armed forces personnel and the training of personnel for the purpose of training apprentices.

The Apprenticeship Act (1944) was a provincial enactment, in response to federal legislation, that allowed the provincial Minister of Trade and Industry to enter into a training agreement with the federal Minister of Labour under The Vocational Training Coordination Act of 1942. This agreement allowed Alberta to avail itself of federal, financial assistance for apprenticeship training. This Act created the first Apprenticeship Board in the history of Alberta and a hierarchy of apprenticeship advisory committees instituted to guide the Board in training and regulatory decisions.

The Apprenticeship Act (1944) represented the first official involvement of the provincial government in certified skill training. The Agreement with the federal government, made possible by this legislation, was end-dated to expire in 1954, but was extended without amendment until 1964. In the period from 1944 to 1963, J. P. White served as the first Director of Apprenticeship in Alberta and guided a system of apprenticeship that was perceived to be highly reactive to the needs of industry as well as being user-friendly to both the apprentices and their employers. During White's tenure as Director, a total of twenty trades were designated as falling under the control of The Apprenticeship Act (1944). Some of these trades were previously designated under the Tradesmen's Qualification Act (1936), or under other provincial legislation, such as The Welder's Act (1941), but none of these enactments dealt with the problems inherent with training apprentices. From the time of the inception of the program in Alberta in 1944, apprenticeship had fallen under the control of the Department of Trade and Industry until 1947. From 1948 to 1959, it was housed under the Department of Industry and Labour; in 1959 it was under the Department of Labour.

When it became apparent to officials of the Apprenticeship Branch that the Canadian Vocational Training Centres were closing, agreement was reached with the Department of Education for the use of facilities and staff at the Provincial Institute of Technology and Art to train of apprentices. The Institute started with one group of forty-two Autobody apprentices in May, 1948, and increased the number of training spaces and programs as requested over time.

Table 6, page 129, includes data which show the number of trades that were apprenticeable between 1936 and 1958. By comparing these data with the data from Table 1, page 96, it is evident that over the twenty-two year period, six additional trades were classified as apprenticeship trades.

TABLE 6

Trades Designated[18] Under the Apprenticeship Act and Tradesman's Qualification Act: Year Designated

	TRADE	YEAR	
		TQA[19]	AA[20]
1.	Autobody Mechanic	1949	1949
2.	Beautician	1945	----
3.	Bricklayer	----	1945
4.	Carpenter	----	1945
5.	Cook	----	1957
6.	Electrician	1936	1945
7.	Electronics Technician[21]	1936	1947
8.	Gasfitter	1936	1958
9.	Heavy Duty Mechanic[22]	1936	1958
10.	Painter/Decorator	----	1945
11.	Plasterer	----	1945
12.	Plumber	1936	1945
13.	Lather	----	1957
14.	Machinist	----	1956
15.	Millwright	----	1956
16.	Motor Mechanic	1936	1946
17.	Refrigeration Mechanic	1936	1951
18.	Steamfitter-Pipefitter	1936	1945
19.	Tilesetter	----	1959
20.	Welder	1936	1953

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[18] The date of the Order-in-Council that creates the designation of that trade will be considered official.

[19] TQA = Tradesmen's Qualification Act

[20] AA = Apprenticeship Act

[21] Formerly called Radio Mechanics.

[22] The trade of Heavy Duty Mechanic was included under Motor Mechanic in the Tradesmen's Qualification Act.

CHAPTER V

THE PERIOD 1960 TO 1979

INTRODUCTION

Chapter IV reported the events that contributed to the continuous growth of apprenticeship in Alberta during the period from 1940 to 1959. Among the events chronicled were the Acts that were passed by the Alberta legislature as well as the Acts passed by the federal parliament that were related to apprenticeship. Relevant portions of debates which preceded the passage of these Acts at either level of government were included as content of the previous chapter.

Chapter V consists of an in-depth analysis of the changes in legislation that influenced apprenticeship in the province as well as providing highlights from the debates as background to these enactments. To collect this information records of the Apprenticeship Branch and the annual reports of the appropriate departments were searched. As well interviews were conducted with knowledgable parties involved with the apprenticeship system during the 1960 - 1979 time frame.

APPRENTICESHIP TRAINING ADVISORY COMMITTEE

The 1960 meeting of the Apprenticeship Advisory Committee was held on January 14-15, in Ottawa. The delegates to these meetings were generally the Directors of Apprenticeship for the provinces and/or the Deputy Ministers of the departments controlling apprenticeship training for the provinces and the appropriate federal representatives. Meetings were generally scheduled on an annual basis. These symposia permitted the leaders of apprenticeship divisions from each of the provinces direct access to ideas and input from their provincial counterparts concerning the direction skill training was to take in each province. Initially, these meetings were held in a formal atmosphere but would attain a less formal circumstance as the agenda progressed.

One of the main items on the agenda of the meeting, held in January, 1960, was the concern delegates held over the image that secondary school vocational education and, by inference, apprenticeship was acquiring. In discussing this problem one of the delegates, B. F. Addy stated:

> He would not condemn them [teachers who looked down on vocational education] too much for taking this point of view. Vocational training personnel should work themselves to generate more enthusiasm, to get standards raised, and they should not accept as vocational trainees those who are cast off from academic classes. (Minutes, Apprenticeship Training Advisory Committee, January 14, 1960, p. 6)

This concern was not strictly provincial. The chairman of the meetings, H. C. Nicholls, strongly suggested that "publicity was a necessity -- not merely newspaper advertising but publication of magazine articles, facts and statistics, and getting information down to the schools, school boards and parents. A thorough public relations job was required" (p.

6). This suggestion, although discussed, was not debated at this meeting.

Another topic of concern faced by the Apprenticeship Advisory Committee at this meeting was the operation and expansion of the Interprovincial Standards Program[23] (Red Seal). This program would permit journeymen, qualified in one province, to work in another province without repeating all or part of an apprenticeship in that trade. The Interprovincial Standards Program operated as a result of the cooperation of the provinces on the development and acceptance of standard base curriculum and tests in a limited number of trades. A journeyman from another province who had a Red Seal affixed to his Journeyman Certificate would be required to surrender his out-of-province certificate before he could receive Alberta certification as a journeyman. An Albertan journeyman leaving this province with a Red Seal would likewise be required to surrender his out-of-province certification in exchange for certification from the new province. Expansion of this program was seen as being central to the creation of skilled work force that could be considered mobile within Canada.

This policy of greater understanding and knowledge of apprenticeship precipitated F. E. Whittle, Provincial Apprenticeship Board, to write a letter under the date of February 4, 1960, to E. W. Wood, Principal of the Provincial

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[23] The Interprovincial Standards Program had been first discussed in Alberta in 1954. See Chapter IV. The program first became operational under the Directorship of White in 1959 with the trade of Motor Mechanics. (Personal interview, Johnston, August, 27, 1989)

Institute of Technology and Art[24] to explain fully the operation of the Interprovincial Standards Program and its influence on the future of graduates of the motor mechanic program at the institute.

The Provincial Institute of Technology and Art was the only institution in the province where apprentices from all areas of the province could attend for their technical training. Records from the Apprenticeship and Tradesmen's Qualification Branch show that, in 1960, 4,777 apprentices were registered in Alberta. During that school year 3,766 apprentices attended technical training classes at the institute as part of their apprenticeship requirements (Personal correspondence , W. Nixon, Registrar, Apprenticeship and Trade Certification, January 10, 1990). In 1960 there were 1070 apprentices whose contracts were cancelled (Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Labour, 1955, not paginated)

On page 134 is Map 1, which shows the location of the Provincial Institute of Technology and Art. As the only technical institute in Alberta, it was in an enviable position because all of the apprentices from throughout the province had to attend this institute for the technical training portion of their program.

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[24] The Institute of Technology and Art had been renamed the Southern Alberta Institute of Technology (SAIT) later in 1962 with the Alberta College of Art under SAIT. The Alberta College of Art gained autonomy from SAIT on July 1, 1985.

MAP 1

LOCATION OF THE PROVINCIAL INSTITUTE OF TECHNOLOGY AND ART: 1960

TECHNICAL AND VOCATIONAL TRAINING ASSISTANCE ACT, 1960 (Federal)

The Vocational Training Coordination Act (1942) was permissive federal legislation that enabled the provinces to institute programs of training in apprenticeable trades without having to bear the full costs of these programs. Since the Technical Education Act of 1919, the federal government established a precedent when it assumed responsibility for funding, or partially funding, the necessary technical education to enable youth to gain productive employment. Federal authorities continued in this vein when, under the Technical and Vocational Training Assistance Act (1960), it addressed providing funds, on a cost-shared basis, for capital projects for secondary schools and post-secondary school vocational and technical education. Youth, under the terms of this Act, were persons in the age group from fifteen to nineteen years of age.

The Technical And Vocational Training Assistance Act (1960), (T.V.T.A.), like its predecessor federal acts, was permissive, short term legislation.

This Act was designed to give the provincial and the federal governments a basis for agreements to allow federal monies to be channelled into technical and vocational training. Although education and training are provincial responsibilities, the federal government realized that the provincial governments did not have the funds required to design, to build and to equip modern training facilities to meet the Dominion's needs for a skilled manpower force. T.V.T.A. was a cost sharing program between the federal and the provincial governments to enable the provinces to increase their skill training capacity. Federal funds were available to the provinces to build and to equip training centres at a fifty-fifty cost shared basis providing these expenses were incurred before the first of April, 1963. Prior to that date the federal contribution was 75% (Statutes of Canada, 1960, p. 40).

Alberta became a signatory to the Technical and Vocational Training Agreement with Ottawa on July 18, 1961 (Annual Report, Department of Education, 1962, 1962, p. 91). This Agreement was made retroactive to April 1, 1961 to allow the province to claim its fair share of the available funds.

The federal government agreed to 100% support of the costs of not only apprentices going to school but also the cost of preparing teachers to teach vocational education subjects (Statutes of Canada, 1960, p. 38). Alberta was the first province to take advantage of Program 7 of the Act when, in cooperation with the University of Alberta in the fall of 1962, it established within the Faculty of Education the Division of Industrial and Vocational Education[25]. The primary goal of this division was the preparation of vocational education teachers for the secondary school system of the province and the rest of the nation. Later, with the 1971-72 academic year Plan "J" was implemented in the Department to prepare those who would teach in institutional settings such as: NAIT, SAIT, community colleges, agricultural colleges or vocational centres.

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[25] This division, like other divisions of the Faculty of Education, was elevated to department status in 1963 and retained the name of Department of Industrial and Vocational Education until 1989 when it was changed to The Department of Adult, Career and Technology Education.

T.V.T.A. allowed the federal government the authority to perform research into the areas of training and education for trade and unskilled labour areas. The federal government insisted on this right in order to obtain more input into the placement of federal training funds. Suggestions could then be backed by studies for legitimacy. This was a departure from the norm because the sovereign powers over education were granted to the provincial legislatures under Section 93 of the British North America Act (1867). This particular Act was renamed the Constitution Act, 1867 by the Constitution Act, 1982.

To guide the various programs under the T.V.T.A., the federal government established the National Technical and Vocational Training Advisory Council. This Council consisted of twenty-three members appointed by the Governor-General-in-Council[26] to a three year rotating term of office. The Chairman was appointed by the Governor-General-in-Council. The remaining members of Council consisted of an equal number of employers and employees augmented with "interested parties" from the general public who had been appointed by the Governor-General-in-Council. The mandate of this Council was to monitor the operation of T.V.T.A., and to make recommendations to the Federal Minister of Labour on the operation of the Act (Statutes of Canada, 1960, p. 41).

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[26] The Governor-General-in-Council is the correct term for the members of the federal Privy Council.

Immediately following the signing of the Agreement, personnel of Alberta's Department of Education completed a critical analysis of the Act, its Agreement and supporting Regulations. From this analysis it was determined that facilities built under this legislation must provide at least 35 credits in vocational education of the possible 100 credits that lead to a high school diploma (Clarke, 1982, p. 79). Educators in the province fulfilled the terms of the Agreement when one third of the high school program of a vocational education student concentrated on the practice and theory of a specific trade, either at the 12, 22, 32 level or the 15, 25, 35 level, with the remaining two-thirds of the school day devoted to general education.

To consider appropriate high school programs in vocational education and to aid putting in place vocational education programs, one of the first committees formed by Dr. T. C. Byrne, Chief Superintendent of Schools for the province, was the Technical Vocational Committee for Senior High School. The membership of this Committee included representatives from the following stakeholder groups: Apprenticeship Board (Mr. F. E.

Whittle[27]), the Institutes of Technology, major school boards, and the Department of Education (Clarke, 1982, p. 74). The mandate given to the Technical Vocational Committee for Senior High School was to consider the appropriate high school programs in vocational education that would form the core programs. This Committee, in its interpretation of the Regulations to the Agreement, believed that the vocational education programs offered in the high school (Program 1) should articulate with apprenticeship and the technical institutes. The committee's interpretation of this clause was that " Instructors [of vocational education courses] should be qualified tradesmen, and in designated trades, hold a journeyman's certificate" (Minutes of the Thirty-fourth Meeting of the Senior High School Curriculum Committee, 1961, p. 15).

Regulations for Program 7, Technical and Vocational Teacher Training, includes an eligibility clause for those who wanted to become vocational education teachers. According to that clause teacher trainees "must have full competence in the field which they are to give instruction" (Technical and Vocational Training Assistance Act, 1960, Schedule 7, Program 7). Admission requirements for university was the responsibility of the participating university. Senior administrators of the University of Alberta made the decision that applicants to the vocational education teacher education program had to meet these criteria: Senior Matriculation and a recognized Certificate of Qualification as a journeyman for a designated trade or equivalent in a non-designated trade, as well as five years of related work experience following journeyman certification.

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[27] Later, March 25, 1969, Whittle would also serve as a member of the Industrial Education Committee, Curriculum Branch, Department of Education.

An Admission Subcommittee of the Faculty of Education was to approve the trade qualifications of the applicant. This Subcommittee was comprised of the following people "The Dean of the Faculty of Education, The Head of the Department of Industrial and Vocational Education, the University Admissions Secretary, the Chairman of the Provincial Apprenticeship Board, the Supervisor of Vocational Education of the Department of Education" (University of Alberta Calendar, 1965-66, pp. 234-235). Because of the amount of work involved the responsibility for reviewing the documents of applicants to the Vocational Education Program was given to departmental personnel.

An issue that received considerable attention of the Technical Vocational Committee for Senior High School was the articulation of the secondary school program with the programs of the Apprenticeship Board and the programs of the technical institutes[28]. Articulation, in a very general sense, deals with issues of allowing previous education or training and experience to stand for credit under the apprenticeship program. A member of this Committee was F.E. Whittle,

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[28] These programs will not be discussed in this report as they do not directly affect apprenticeship training.

Assistant Director of the Apprenticeship Board, who as early as 1962 considered the major problem with articulation was to convince industry that a high school graduate of a high school vocational education program possessed saleable skills and knowledge (Grywalski, 1973, p. 126).

At a meeting of the Committee on December 2, 1962, Whittle suggested that two methods of articulation between secondary school vocational education and apprenticeship be considered. The first of these methods was that graduates from vocational education programs should be able to secure credits toward apprenticeship on the basis of performance and merit. Whittle's position was that until standards and programmes were defined no credit would be granted. This method, if implemented, would be unique because this privilege was not granted to apprentices in other jurisdictions (Grywalski, 1973, p. 159). Whittle had preference for this method. The second method of determining advanced credit through articulation would demand that students have completed an acceptable sequence of vocational education courses to qualify.

This issue continued to be discussed by the Apprenticeship Board and the Technical Vocational Committee for Senior High School. However, this problem was not resolved until January 1, 1964, when Whittle proposed that apprenticeship for high school graduates who had completed an acceptable vocational education program, be divided into four periods. Progress from one period to the next would be based on satisfactory achievement on standard examinations. The time credit would be applied to the first two periods. With the exception of Beauty Culture 12, 22, 32, this would be applicable to all vocational education programs. (See Appendix C, page 359, for vocational education programs that articulate with apprenticeship that are offered in secondary schools)

This accelerated pattern for apprenticeship did not come into effect until June 1965 when it was referred to the "9-9-9-9" pattern[29] (Grywalski, 1973, p. 162). This pattern gave recognition to acceptance of designated trade training provided to vocational education students who graduated with 35 credits in vocational education. Unfortunately, when this system was first implemented the number of high school graduates to take advantage of advanced standing for apprenticeship was low, approximately 2%. This trend continued until the time of the study.

When curriculum sub-committees for vocational education subjects were established included in their membership were representatives from NAIT and SAIT, the Apprenticeship Board, industry, and vocational education teachers who would be teaching those courses.

As a result of the Agreement between federal and provincial authorities, by 1964 vocational education wings were added to 24 schools throughout the province. That number had increased to 55 by 1990. As a result of the Agreement, construction of the second institute of technology began in

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[29] Credits toward accelerated apprenticeship had, under the final draft of the program, been expanded to include up to four time periods, hence the designation 9-9-9-9.

January 1962, in Edmonton. The Industrial Building, designed to accommodate several trades programs, was completed in September of 1962. On October 1st, 1962, a class of 32 Communication Electricians apprentices registered for technical training and became the first group of apprentices to receive instruction in technical training at the institute (NAIT, A Profile, 1988, p. 2). This institution, when it was officially opened in 1963, was named the Northern Alberta Institute of Technology (NAIT). The Provincial Institute of Technology and Art had been renamed the Southern Alberta Institute of Technology (SAIT) in 1962.

Of the total expenditure of 126.7 million dollars under the Agreement that Alberta received for capital projects, buildings and equipment 36% or $46,630,000. was for provincially operated schools (institutes of technology). Of this amount $34,590,000. (27.3%) was earmarked for buildings and $12,040,000 or 9.5% was for equipment. The remaining 63.2% was for construction and equipping secondary school vocational education facilities.

Since the Technical and Vocational Training Assistance Act (1960) an articulation relationship has existed between secondary school vocational education and apprenticeship.

Alberta Education (1989), in its Policy Manual, document number 02-04-03, provides this definition for a certificated vocational education teacher:

> means a teacher with a valid Alberta teaching certificate who also possesses a valid Alberta journeyman certificate in a trade area recognized by

> the Alberta Career Development Branch [sic]. In trade areas where journeyman certification has not been established by the branch [sic], vocational certificated teachers must have training and experience equivalent to that required for Journeyman certification. (p. 1)

For the purposes of grants from the Department of Education, vocational education courses were to taught by certificated teachers who held journeyman certification or equivalent qualification in the trade they would be assigned to teach. These courses had to be conducted in facilities approved by Alberta Education.

PROVINCIAL APPRENTICESHIP BOARD MEETINGS 1960-1967

Under the regulations described in the Apprenticeship Act (1944), the Provincial Apprenticeship Board was not required to hold meetings at any given interval. Rather the Act reads that:

> The Board shall have authority to hold such conferences and make such inquiries as may be deemed necessary to determine the opinions and the wishes of employers and employees in the designated trades regarding suggested changes in and amendments to the Act and regulations, which may arise from time to time. (Statutes of Alberta, 1944, p. 116)

This empowered the Board to hold meetings when they were required thereby streamlining the operation of the Board.

The minutes of the meeting of the Provincial Apprenticeship Board, held at the Provincial Institute of Technology and Art in Calgary on March 28, 1960, indicates the increased of use of apprenticeship as a method of training qualified tradesmen in a number of ways. First, the Board was requested to attempt to increase the speed at which a training facility would be constructed in Edmonton that could provide technical training to apprentices from the northern half of the province. This facility, when completed, would increase the availability of training to apprentices in the Edmonton area and north. The Board also recommended that training be expanded into the northern section of the province by expanding the program and facilities into the Peace River area. The Board also requested that a recommendation be made to the Minister of Labour that the trade of Power Electrician or Communications Craftsman become a designated trade. The request to have these trades designated originated from representatives from the larger population centres such as Calgary, Edmonton, Medicine Hat, Red Deer and Lethbridge as well as Alberta Government Telephones and Edmonton Telephones. Not all recommendations dealt with the expansion of programs at this meeting. The trade of Lather and Plasterer was recommended for de-designation.

On August 31, 1960, the Board entertained the last in a series of proposals from the representatives of the Tile-setting trade. Prior to this meeting the Provincial Advisory Council for Tile-setters investigated the need for the trade to be designated and developed a curriculum for a program to train Tile-setters. On the basis of these presentations and the work of the Advisory Council for Tile-setters, the Apprenticeship

Board recommended to the Minister that Tile-setting become a designated trade in Alberta.

Records from the meeting of the Provincial Apprenticeship Board dated May 25, 1961 indicate that the recommendation the Board made to the Minister to designate the trade of Power Electrician or Communication Craftsman had been acted on in a partially favourable manner. The trade, when it received designation, became known as a Communications Electrician and became effective in 1961 (Minutes, Apprenticeship Board Meeting, May 25, 1961). At the fall meeting which was held on November 8, 1961, the Board declared its support to the committee that was endeavouring to have the trade of Sheet Metal Mechanic designated as apprenticeable (Minutes Apprenticeship Board Meeting, November 8, 1961). This recommendation was acted on favourably by the Minister late in 1961 (Minutes, Meeting of the Directors of Apprenticeship, Ottawa, 1962, p. 4).

In 1961 the number of registered apprentices increased slightly to 4,782 while the number of apprentices attending technical training sessions as part of their apprenticeship increased to 3,798 (Personal correspondence, W. Nixon, Registrar, Apprenticeship and Trade Certification, January 10, 1990). In that same year Apprenticeship Contract cancellations totalled 884 (Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Labour, 1961, not paginated).

On January 18, 1962, the Alberta Apprenticeship Board convened a conference on training for the trade of Instrument Mechanic. This conference was to bring together different groups of employers and employees in the trade to explore the possibilities of having that trade designated. A majority of the delegates felt that the trade of Instrument Mechanic should be declared apprenticeable but consensus as to how that should be accomplished was not reached. As a result of the lack of agreement a committee was struck to develop a position for the trade with regards to training needs and expectations (Minutes, Apprenticeship Board Meeting, January 18, 1962). At the regular meeting of the Board on March 19, 1962, the Board received a request and presentation from the Alberta Master Baker's Association for formal designation of the trade of Baker. The Association's presentation was accompanied by a letter of support from the Baker's Union (Minutes Apprenticeship Board Meeting, Mar. 19, 1962). This request was sent to the Minister for approval and was acted upon before the Meeting of the Directors of Apprenticeship which was held in Ottawa later in 1962[30]. Records in the minutes of the Directors of Apprenticeship Meeting also state that the trade of Appliance Repairman had been designated in 1962 (Minutes Directors of Apprenticeship Meeting, Ottawa, Oct. 29-31, 1962, p. 4).

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[30] In fact the minutes of that meeting state the trade had been designated in 1961 but the minutes of the Apprenticeship Board meetings in early 1962 leave no doubt that there is a mistake in the date from the minutes of the Director's Meeting.

At that same meeting of the Directors of Apprenticeship in Ottawa F. E. Whittle, an Alberta delegate, suggested altering the policy the provinces had in place for granting advanced standing to apprentices who had completed some vocational training in high school. In addition it was suggested that this new policy become national. Prior to this meeting standard practice in Alberta had been to permit an apprentice who had successfully completed a vocational education program of study in an area of apprenticeship the opportunity to challenge years of their apprenticeship by writing that year's technical exam. If successful, the candidate would then progress to the next year's placement or, in some cases, attempt the next year's exam. The advance placement included credit for the technical training section of instruction for that year as well as credit for the shop component of that year (Personal interview, J. Johnston, Aug. 27, 1989). Apprentices could in fact complete a four year apprenticeship in three or less years through this advance standing policy of the Apprenticeship Branch. Whittle suggested that apprentice candidates who had completed the appropriate high school vocational education course work be granted shorter training periods in industry but these individuals would be required to attend all of the technical training sessions offered during the course of their apprenticeship. This suggestion, if accepted, would accelerate the apprentice's progress through the system and would ensure there were no gaps in the technical background of the apprentice (Minutes, Directors of

Apprenticeship Meeting, Oct. 29-31, 1962, p. 8). This suggestion was taken under advisement by the Directors but was not adopted as national policy[31].

Statistics taken from the 1962 Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Labour, show that there were 5153 apprentices registered in Alberta and of those, 3963 attended technical training. There were 881 contacts cancelled that year (pp. 1-8).

On April 24, 1963, after eighteen years of service, J. P. White retired as Director of Apprenticeship and as Chairman of the Apprenticeship Board. His successor was F. E. Whittle, who had served as Assistant Director under White. Whittle earned a Bachelor of Education degree through the University of Alberta and also held a Certificate of Qualification as a Carpenter. Whittle had held the position of Senior Instructor, Carpentry at SAIT from 1949 to 1955 when he transferred to the Department of Labour. At the time of Whittle's appointment G. L. Peers became Assistant Director. The registration figures for apprentices in 1963 show an increase in the number of apprentices registered that year to 5,066. A corresponding increase is shown in the number of apprentices attending school for their technical training to 4,329 (Personal correspondence, W. Nixon, Registrar, Apprenticeship and Trade Certification, January 10, 1990). Apprenticeship cancellations increased that year to 1174 (Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Labour, 1963, p. 5).

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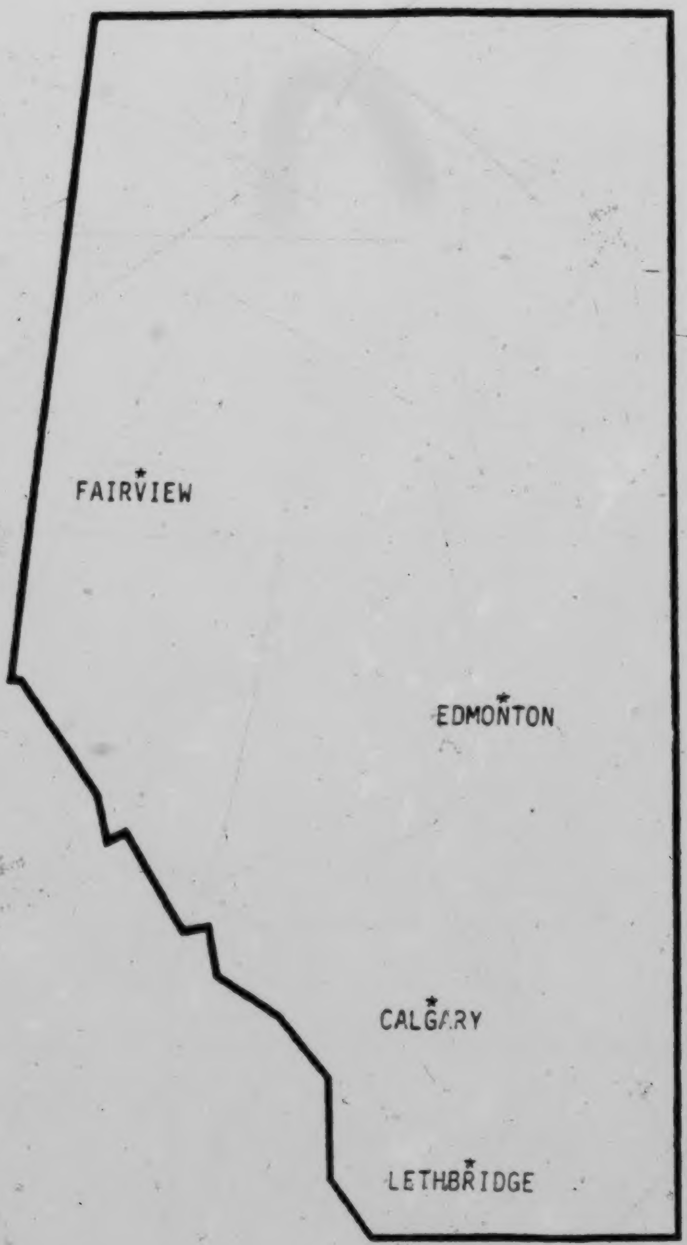
[31] This method of allocating advance standing for apprentices has since been adopted in Alberta.

Alberta's economic growth in the late 1950's and 1960's produced a ripple effect on the apprenticeship system when it stimulated the demand for skilled tradesmen. It was found that, because of the increased numbers of apprentices in need of technical training, the institutes alone could no longer handle that portion of the apprenticeship program. To alleviate this problem the Department of Advanced Education and Manpower made the decision prior to 1963 to decentralize technical training by granting the public colleges outside of Edmonton and Calgary permission to offer that type of training. In 1963 Fairview Community College and Olds College, according to Berghofer and Vladicka (1980) "began to offer a number of new programs that included . . . a number of apprenticeship programs" (p. 24). Lethbridge Community College was granted similar permission. Map 2 on page 151, shows the location the two institutes of technology and the three colleges.

In 1964 a total of 4,558 apprentices attended technical training courses in Alberta as part of their apprenticeship. Of this number 2,609 attended the Northern Alberta Institute of Technology (NAIT) and 1,833 apprentices attended classes at the Southern Alberta Institute of Technology (SAIT). The remaining 38 apprentices were attending Fairview College (17) and Lethbridge College (21) (Personal correspondence, W. Nixon, Registrar, Apprenticeship and Trade Certification, January 10, 1990). In 1964 there were 1011 Apprenticeship Contract

MAP 2

LOCATION OF INSTITUTES AND PUBLIC COLLEGES OFFERING TECHNICAL TRAINING TO APPRENTICES: 1963


FAIRVIEW
EDMONTON
CALGARY
LETHBRIDGE

cancellations (Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Labour, 1964, p. 5).

Throughout 1964 numerous letters were exchanged between the Director of Apprenticeship for Alberta, F. E. Whittle and K. A. Pugh, the Deputy Minister of Labour for Alberta. The subject of this correspondence was the proposed designation of the trade of Partsman. Using information from industry, Whittle's position was that the trade should be designated but the Minister of Labour, at Pugh's suggestion, failed to accept that recommendation. Finally on December 3, 1964, the arguments ceased and the trade of Partsman was not designated. That designation was not made because the Minister felt that industry could train a Partsman far more economically than the Apprenticeship System and because there were no public safety factors involved so strict controls on training were not needed.

Over the same period Pugh and Whittle were also involved with the designated trade of Appliance Repairman because of some problems related to this trade. These problems were related to public safety when it was found that some repairmen were disconnecting and reconnecting electrical and gas lines in order to install or repair certain appliances. A solution to the problem was reached with the assistance of the Chief Gas and Electrical Inspector for the province. After consultation was held between personnel of the branch and the Chief Inspector it was decided that, if the proper training were added to the curriculum of the repairman's school training, they should be capable of performing those simple operations.

In 1965 the in-school portion of training for apprentices showed the number of apprentices increased to 4,840, an increase of almost 10% over the previous year's total. NAIT provided training for 2,787 apprentices, while SAIT enroled 1,927 in technical training classes. Lethbridge College received 79 apprentices and Fairview College had 47 apprentices for technical training. School enrolment for apprentices increased greatly in 1966 to a total of 6,147 apprentices. These apprentices attended the following institutions: NAIT - 3,539, SAIT - 2,430, Fairview College - 64 and Lethbridge College -114. Statistics contained in the *Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Labour* for 1965 and 1966 show that over that same period there were 837 and 1108 apprentices whose contracts were cancelled.

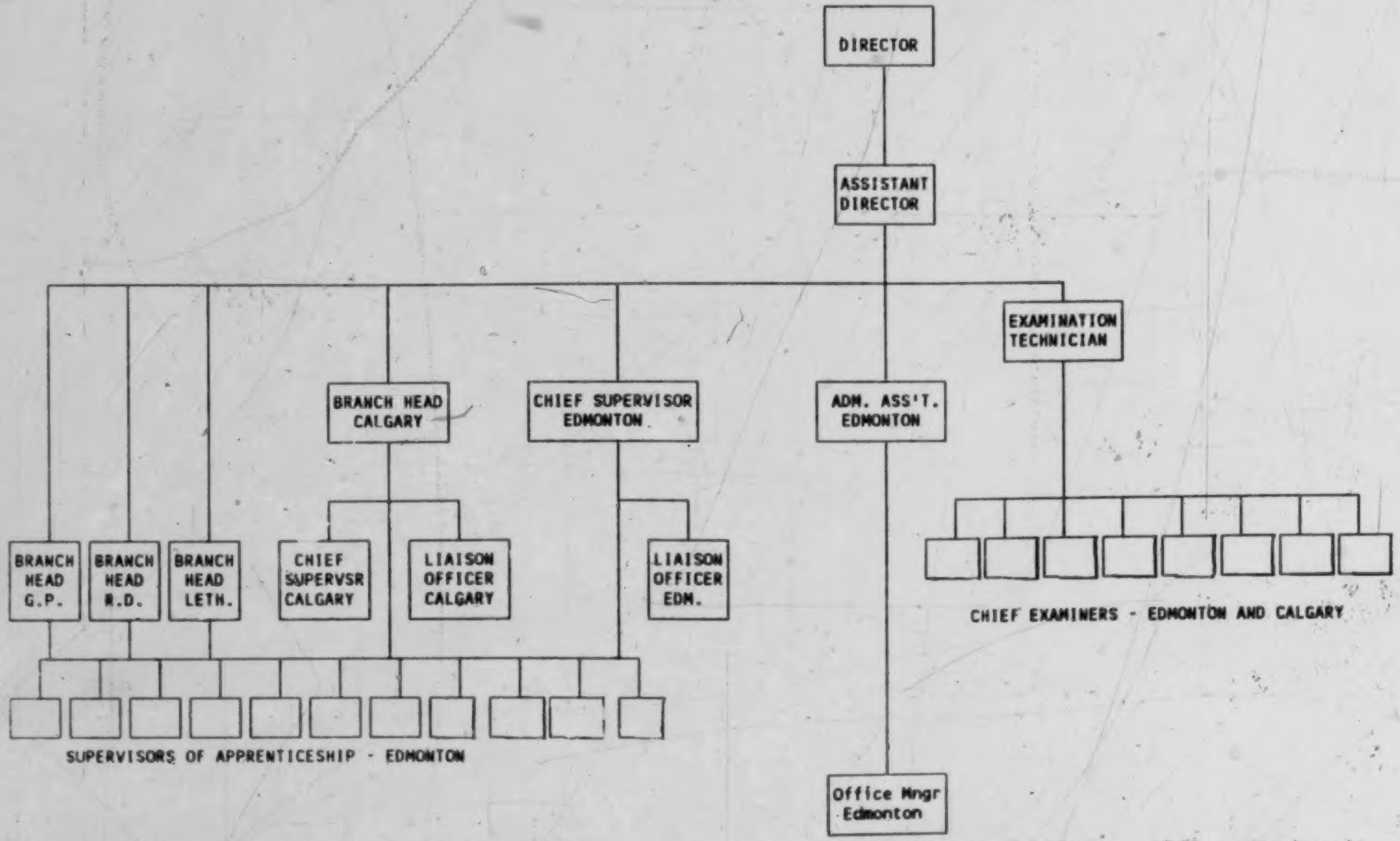
In the *Annual Report of the Apprenticeship and Tradesmen's Qualification Branch, Department of Labour* (1965), there is a chart depicting the organization of the Branch as of that year. These data are summarized in Chart 2, page 154. This is the first time data such as this appears in the records.

Data in Table 7, page 155 indicate the number of apprentices who attended technical training sessions in Alberta and the institutions they attended during the period 1960 to 1966. Other information in this Table show that, in addition

CHART 2

APPRENTICESHIP AND TRADESMEN'S QUALIFICATION BRANCH

DEPARTMENT OF LABOUR - ANNUAL REPORT - ALBERTA


DIRECTOR
ASSISTANT DIRECTOR
EXAMINATION TECHNICIAN
BRANCH HEAD CALGARY
CHIEF SUPERVISOR EDMONTON
ADM. ASS'T. EDMONTON
BRANCH HEAD G.P.
BRANCH HEAD R.D.
BRANCH HEAD LETH.
CHIEF SUPERVSR CALGARY
LIAISON OFFICER CALGARY
LIAISON OFFICER EDM.
CHIEF EXAMINERS - EDMONTON AND CALGARY
SUPERVISORS OF APPRENTICESHIP - EDMONTON
Office Mngr Edmonton

Taken from: Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Labour, 1965, not paginated.

to the two institutes of technology, two of the nine public colleges began to offer technical training to apprentices in 1964.

TABLE 7

Apprentices Registered for Technical Training
by Institution: 1960 to 1966

INST.*	YEAR						
	1960	1961	1962	1963	1964	1965	1966
FAIRVIEW COLLEGE	--	--	--	--	17	47	64
LETHBRIDGE COLLEGE	--	--	--	--	21	79	114
NAIT	--	--	--	--	2609	2787	3539
SAIT	3766	3798	3963	4329	1833	1927	2430

Data in Table 8, page 156, show the numbers of apprentices registered in Alberta and the numbers of apprenticeship contract cancellations over the period 1960 to 1966.

Data represented in Graph 1 on page 156, give the percent of apprentices that were assigned to the technical institutes, as a group compared to the percent of apprentices assigned to public colleges. These data reflect the year 1966.

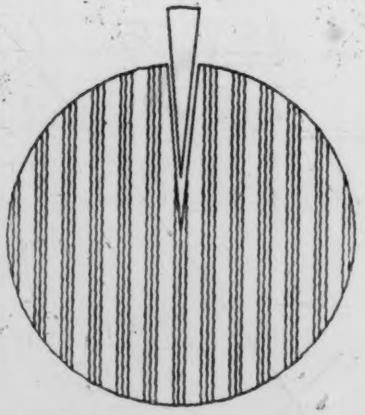
TABLE 8

Apprentices Registered in Alberta: Contracts Cancelled: Year

APPRENTICES REGISTERED	CONTRACTS CANCELLED	YEAR
4777	1070	1960
4782	884	1961
5153	881	1962
5066	1174	1963
5293	1011	1964
6055	837	1965
7130	1108	1966

GRAPH 1

PERCENT OF APPRENTICES ATTENDING TECHNICAL TRAINING BY TYPE OF INSTITUTION: 1966



Total 6,147 Apprentices

For 1967, the statistics show there were 7,797 apprentices registered. Of these 6,941 who attended school, NAIT received 3,980, SAIT 2,813. Fairview College provided training for 63 apprentices and Lethbridge College offered this type of training to 85 apprentices (Personal correspondence, W. Nixon, Registrar, Apprenticeship and Trade Certification, January 10, 1990). The Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Labour, for 1967 contains statistics that show 966 Apprenticeship Contacts were cancelled in that year (p. 4).

ADULT OCCUPATIONAL TRAINING ACT OF 1967 (Federal)

The Adult Occupational Training Act (A.O.T.A.) was a federal program introduced by the government in 1967 to replace the Technical Vocational Training Assistance Act. The purpose of this Act was to widen the access to training for those in need while placing an emphasis on adults instead of youth. The Act first defined the term adult, as a person at least one year older than normal school-leaving-age for that province. Alberta has stipulated that age to be sixteen. This kept the utilization of the Act to adults and away from the public schools which are a provincial responsibility (Statutes of Canada, 1967, p. 1206).

To further increase the accessibility of the programs, the federal government went on in the Adult Occupational Training Act to define:

> "adult eligible for a training allowance" means an adult who-
>
> > (i) has been a member of the labour force substantially without interruption for not less than three years, or
> >
> > (ii) has one or more persons wholly dependent or substantially dependent upon him for support. (Statutes of Canada, 1967, p. 1206, sec. 3b)

Under the powers of A.O.T.A., a manpower officer could arrange to enrol a client "in a training course that will, in the opinion of the manpower officer, provide training suitable for that adult and increase his earning capacity or his opportunities for employment" (Statutes of Canada, 1967, pp. 1206-1207). The training programs could be run by either provincial or municipal governments. The programs could also be approved by these governments but not run by them. The manpower officer could also approve courses run by employers.

Under this Act, manpower clients could be trained in a province other than the home province at the expense of the home province if the home province could not provide the training within its boundaries. The home province would pay the training province and then be reimbursed by the federal government to the amounts it was eligible for through the Agreement. (Statutes of Canada, 1967, p. 1206)

The amounts of the training allowances given to the clients in training varied. Until June of 1968, the allowances per week were to be at least $35, but not more than $90. This was based on a percentage of the weekly earnings of someone in the manufacturing fields and the number of dependents the trainee was supporting (Statutes of Canada, 1967, p. 1208).

An added feature of importance in this Act was the fact the federal government continued to stand for the total costs of training for apprentices. The federal government also agreed to cover half of the costs of developing occupational training aids, exams, and trade standards (Statutes of Canada, 1967, p. 1210).

The Adult Occupational Training Act (1967) repealed the Technical Vocational Training Assistance Act (1960) which had been responsible for a large influx of federal monies into vocational and technical training in Alberta (Statutes of Canada, 1967, p. 1215).

ALBERTA DEPARTMENT OF LABOUR
ANNUAL REPORTS 1968-1972

Since 1959 the Apprenticeship Branch was an operational division of the Department of Labour. However, it was not until that Department released its Annual Report in 1968 that a section detailing the Apprenticeship Branch was included. That section of the report shows that there were over 8,000 apprentices registered in Alberta. Personal correspondence with the Director, Programs Support and Registrar, Apprenticeship and Trade Certification, gives that figure as 8,642 apprentices. Of the 8,091 that attended school that year, 98% received their technical training at either NAIT

(4,553) or SAIT (3,321). The remaining 2% received this phase of their training at either Lethbridge (87) or Fairview (59) (Personal correspondence, W. Nixon, Registrar, Apprenticeship and Trade Certification, January 10, 1990). Statistics from the Apprenticeship and Tradesmen's Qualification Branch's Annual Report show that there were 1037 apprentices who had their Apprenticeship Contracts cancelled that year (1967, p. 4).

The total number of indentured apprentices had doubled within the twelve year period from 1956 to 1968. This rapid growth impacted on newly designated trades which were held back due to a lack of instructional capability in the technical institutes designated to provide the technical training required by these apprentices. Some of the existing trades were forced to set quotas for the number of apprentices allowed to enter (Annual Report, Department of Labour, 1968).

In 1968 the following trades were recommended for designation: Floor Covering Mechanic, Electrical Mechanic,and Instrument Mechanic. The first two received designation in 1968, while Instrument Mechanic was designated in 1969. The trades of Power Electrician, Baker and Partsman were granted voluntary certification status[32] while the trades of Elevator

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[32] The status of voluntary certification indicates that completion of apprenticeship in that trade is not necessary to practise that trade in Alberta.

Constructor and Bricklayer were designated proficiency[33] trades (Annual Report, Department of Labour, 1968).

The records of the Apprenticeship Branch for 1969 show a total of 9,239 apprentices were registered in the province and 8,099 of that number attended school in that period. There were 61 apprentices who attended classes at Fairview College and 95 attended Lethbridge College. NAIT received the largest number of apprentices, 4,600, while SAIT provided training for 3,343 of those registered as apprentices (Personal correspondence, W. Nixon, Registrar, Apprenticeship and Trade Certification, January 10, 1990). Cancellation of Apprenticeship Contracts affected 912 apprentices (Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Labour, 1969, p. 4).

In 1970 the Department of Labour issued 4387 journeyman certificates; over 75% of these certificates were issued to people who worked in a proficiency trade. Less than 25% of the 4387 certificates were issued to those employed in a voluntary trade. As immigration was still contributing a large number of the skilled workers for Canada's labour force, 1278 temporary certificates[34] were issued on the basis of out-of-country credentials. There were 1179 apprentices whose contracts were cancelled that year (Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Labour, 1970, p. 1).

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[33] Proficiency trades are trades that require a completion of apprenticeship in order to practise that trade in Alberta. These trades were designated through the Tradesmen's Qualification Act (1936)

[34] A temporary certificate is one that is given to a tradesman on the basis of credentials that are not formally recognized in Alberta until that tradesman can be upgraded to Alberta certification standards. It may also be given to a tradesman who has the time in the trade but has not attended the technical training that is required for certification (Personal interview, T.

In 1970 there were 8,888 apprentices who attended technical training sessions at one of the four institutions that offered training to apprentices. NAIT received 4,932 while SAIT provided training for 3,781 apprentices. Fairview College trained 60 and Lethbridge College was host to 115 apprentices that year. There were a total of 9,243 apprentices registered in the province (Personal correspondence, W. Nixon, Registrar, Apprenticeship and Trade Certification, January 10, 1990).

An Attempt to Individualize Instruction

Sheet Metal program instructors at NAIT held the philosophy that they should always be striving to improve instruction and thereby enhance the image of both the program and NAIT. This philosophy eventually lead to the conception and design of a new delivery system of instruction based on the work of Stewart and Adams. Stewart provided the foundation and direction to the Systems Learning Approach to Education (SLATE), while Adams was occupational training consultant to Nova Scotia New Start, which developed an analysis procedure to

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Semeniuk, Executive Secretary, Apprenticeship and Trade Certification Board, January 3, 1991).

identify instructional content found in an occupation. This procedure was Developing A Curriculum or DACUM. A pilot project was assembled by Dave Oliver and Raymond Stelte, NAIT staff members, under the direction of Don Porter, Program Development Officer, Calgary Regional Office, Apprenticeship Branch. A two year pilot was designed and began in 1970 and terminated in 1972.

The two instructors were given release time from their teaching responsibilities to develop a self-paced learning program which was to run parallel to the traditional program. SLATE included the instructional materials to support the program. These instructional materials were designed by the two instructors and included the self-paced exams the students would utilize.

This delivery system for the technical training section for Sheet Metal apprentices was considered to be fixed entry, fixed content, open exit. In the first year of the program only apprentices who considered to be capable of advancing quickly through the training were involved.

Although the central administrators at NAIT had allocated a room as a learning resource centre, they granted no financial or administrative support for the program. the major purpose of this area was to function as an instructional materials centre where the apprentices could study and where a resource person was available to assist them with problems. Located in this resource area were drafting boards, audio tapes and videos. There were no shop tools.

The instructors involved with SLATE soon learned that not all staff members supported the system. They learned to understand and struggle with the politics of both the system and the institution. In addition the instructors found that they had to identify and locate proper resources for the use of the apprentices.

Resistance to SLATE also came from the personnel of Canada Employment who were unable [unwilling] to accept the concept of early release for apprentices who completed the program before the scheduled time. With a fixed entry, open exit program there was a considerable amount paper work generated by apprentices leaving early. This assisted in the demise of SLATE. Another factor that which contributed to the downfall of this program was that it was not marketed in industry (Personal interview, Dennis Budnick, January 24, 1991).

The economic downturn of 1971 was reflected in the number of apprentices who were registered during that year, 8,716. This was the lowest total since 1968, and apprenticeship registrations were down from 9,243 in 1970. NAIT and SAIT provided technical training for 4,752 and 3,687 apprentices respectively, while the two colleges, Lethbridge and Fairview, trained 112 and 48 apprentices respectively. There were a total of 8599 apprentices who attended training sessions in 1971 (Personal correspondence, W. Nixon, January 10, 1990). In addition to a decrease in registrations there were 1241 cancellations of contracts during 1971, the highest number of cancellations experienced by the Apprenticeship Branch.

However there were 4122 journeyman certificates issued with certificates being issued for Roofers and Steel Fabricators[35] for the first time (Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Labour, 1971, p. 10).

The Annual Report, Department of Labour, 1972, reflects the change of Directorship from F. E. Whittle to G. Peers who was appointed Director of Apprenticeship following the retirement of Whittle on October 31. Prior to entering service of the Apprenticeship Branch, Peers earned two degrees from the University of Alberta, a Bachelor of Arts degree and a Bachelor of Education degree. During his career in teaching he either taught in or administered schools in rural areas of the province. Between 1957 and 1963 he served as Assistant Supervisor of Guidance with the Department of Education. When Peers became Director R. H. Watson was appointed Assistant Director of Apprenticeship.

According to statistics in the 1972 Annual Report of the Apprenticeship and Tradesmen's Qualification Branch, there were 8898 apprentices registered in Alberta and the rate of new enrolment also showed an increase. There were 1,110 apprenticeship contracts cancelled which was a decrease from the total of 1971. Some of the Cook apprentices that were assigned to NAIT were sent to the Alberta Vocational Centre, Edmonton (AVC-Ed). These apprentices were still counted by

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[35] The trade of Steel Fabricator had been designated in 1965 while the trade of Roofer received designation in 1966.

NAIT but were accommodated at AVC-Ed due to a lack of training space at NAIT. Olds Regional College[36] began its first apprenticeship classes for Agricultural Mechanic thus becoming the third public college to offer technical training to apprentices (pp. 1-10). There were 15 apprentices in that first year's class. Fairview College offered technical training to 51 apprentices while Lethbridge College received 154 apprentices. SAIT trained 3,543 apprentices while NAIT housed the largest contingent with 4,721. The total number of apprentices who attended technical training in 1972 was 8,489 (Personal correspondence, W. Nixon, Registrar, Apprenticeship and Trade Certification, January 10, 1990). In October of that year personnel of the Department of Labour accepted an additional responsibility when they began to administer the Trade School Regulation Act (1931) (Annual Report, Apprenticeship And Tradesmen's Qualification Branch, Department of Manpower and Labour, 1972, p. 2).

Alberta's participation in the Red Seal Program which, in cooperation with other provinces in Canada allowed qualified journeymen to re-locate across Canada without re-qualifying for their trades, continued to expand. At its inception in 1959, Motor Mechanic was the only trade to receive recognition under the program. In 1961 the trades of Carpenter and Plumber were added and became Red Seal trades. Sheet Metal Mechanic and Electrician received this classification in 1962. For the next five years trades were included under the program as soon as there was agreement on curriculum and testing for that trade through all Apprenticeship Branches across Canada. The trade of Heavy Duty Mechanic was added in 1963 to the list of Red Seal trades followed by Auto Body Mechanic in 1964. Two trades that were included under the program in 1965 were, Electronics Technician and Refrigeration Mechanic. The trades of Bricklayer, Millwright, Machinist and Steamfitter-Pipefitter were added to the Interprovincial Standards Program in 1967. In 1972 the trades of Painter and Decorator and Cook were included under the Red Seal Program. Data in Table 9, page 168, show the trade and the year that trade received designation as a Red Seal Trade.

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[36] Olds Regional College became one of the ten public colleges in Alberta's public college system on April 1, 1968.

THE ADVANCED EDUCATION ACT 1972 (Provincial)

While campaigning during the 1971 provincial election, the Progressive Conservative Party adopted the position there was a need for a separate Department of Advanced Education that would supervise and coordinate all post-secondary education in the province (Berghofer & Vladicka, 1980, p. 44). Prior to the election, the Departments of Education, Agriculture and Forestry had responsibility for various forms of post-secondary non-university education. It would be the mandate of the new Department to bring together the divergent activities of advanced education that were available in the province. This

TABLE 9

Trades in Alberta Recognized by the Red Seal Program: 1972

TRADE	YEAR
1. Motor Mechanic	1959
2. Plumber	1961
3. Carpenter	1961
4. Sheet Metal Mechanic	1962
5. Electrician	1962
6. Heavy Duty Mechanic	1963
7. Auto Body Mechanic	1964
8. Electronic Technician	1965
9. Refrigeration Mechanic	1965
10. Bricklayer	1967
11. Millwright	1967
12. Machinist	1967
13. Steamfitter-Pipefitter	1967
14. Painter and Decorator	1972
15. Cook	1972

would be accomplished by coordinating "the activities of the University Commission and the universities, the Colleges Commission and the colleges, vocational and technical training, continuing education and student finance" (Berghofer & Vladicka, 1980, p. 44).

Unofficially, this Department came into existence on September 10, 1971 when Premier Peter Lougheed announced the creation of the Department and appointed the Honourable James L. Foster as its first Minister. The Department of Advanced Education was formally established on June 9, 1972, when The Advanced Education Act came into effect. This Act outlined the responsibilities of the Department of Advanced Education.

According to the terms of the Act, the Minister of Advanced Education would be responsible for the establishment, administration, operation and management of all provincially supported institutions (Advanced Education Act, 1972, pp. 2-4). This list of institutions included technical institutes, vocational centres and other post-secondary and continuing education programs formerly operated by the Department of Education and the agricultural colleges that were operated by the Department of Agriculture. With the establishment of the Department of Advanced Education the provincial government was moving by phases toward the complete consolidation of all forms of post-secondary education under one department.

The provincial government established the Task Force on Manpower Training and Retraining in 1971 with the mandate to "examine present programs, policies, and legislation relating to manpower training and retraining programs at both the provincial and federal levels of government, and to present recommendations to the Alberta Government regarding this evaluation" (Report of the Task Force on Manpower Training and Retraining, 1973, no page given). The Task Force presented the final report to the Minister of Manpower and Labour in the spring of 1973. In that Report the recommendation was made "that jurisdictional responsibility for Apprenticeship and Tradesmen's Qualifications implementations be transferred from the Department of Manpower and Labour to the proposed Division of Continuing Education within the Department of Advanced

Education" (Report of the Task Force on Manpower Training and Retraining, 1973, p. 49).

Both provincial institutes continued to offer the technical training portion of apprenticeship as they had in the past. Under the terms of the Adult Occupational Training Agreement the federal Department of Manpower and Immigration, through its Prairie Regional Office in Winnipeg purchased training spaces in eligible programs. The purchasing of these training spaces became known as "brokering." Under the apprenticeship portion of the Agreement, 8,293 apprentices were provided with technical training in 1973. Of these 8,293 apprentices, 4,721 received their technical training in the Apprenticeship Division, Northern Alberta Institute of Technology (NAIT) in Edmonton. Of the remainder, 3,302 received their training at the Southern Alberta Institute of Technology (SAIT) in Calgary. The following public colleges provided the technical training portion of apprenticeship to the remaining apprentices: Fairview College, 49; Lethbridge College, 185; and Olds College, 36. Apprenticeship Contract cancellations affected 1237 apprentices (Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Manpower and Labour, 1973, p. 6).

Both the final reports of the Commission on Educational Planning (The Worth Commission) and the Colleges Commission Master Planning Project were released in 1972. The recommendations made in these reports provided additional support for the integration of the post-secondary education system under the Advanced Education portfolio. In describing these two reports and their affect on the integration of Advanced Education with Manpower Berghofer and Vladicka (1980) wrote:

> Both reports concurred . . . that the Universities and Colleges Commissions should be dissolved, and that responsibility for university and college programs, and for the nursing and related health programs, apprenticeship programs and private trade schools, forest technology and other programs which were operated by other government departments, should be transferred to Advanced Education. (p. 44)

Provincial politicians were of the opinion that the consolidation of the post-secondary education system would result in better planning, more efficient resource allocation and reduce institutional competition generating an improved quality of service. This would ease the problem of transfer between institutions by eliminating distinctions of status between various sectors of higher education (Berghofer & Vladicka, 1980, p. 45).

Table 10, page 172, contains data that show the enrolment of apprentices in technical training sessions in the two institutions of technology and the three public colleges from 1967 to 1973. Additional information in this Table show that another public college, Olds, began to offer technical training to apprentices in 1972, bringing the total to three.

TABLE 10

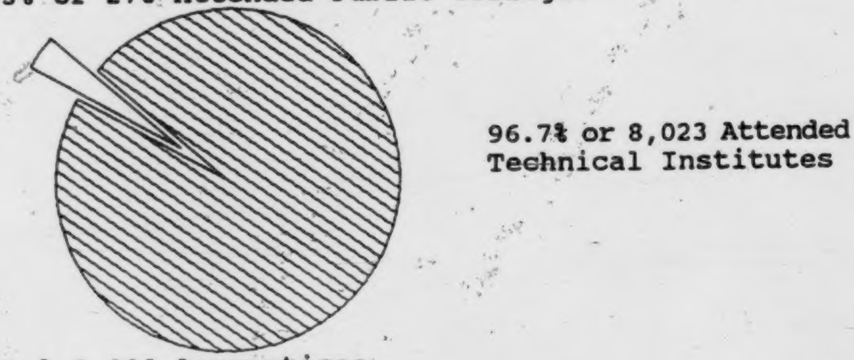
Apprentices Registered for Technical Training by Institution: 1967 - 1973

INST.	YEAR						
	1967	1968	1969	1970	1971	1972	1973
FAIRVIEW COLLEGE	63	59	61	60	48	51	49
LETHBRIDGE COLLEGE	85	87	95	115	112	154	185
NAIT	3980	4553	4600	4932	4752	4756	4721
OLDS COLLEGE	--	--	--	--	--	15	36
SAIT	2813	3321	3343	3781	3687	3513	3302

The percent of enrolment shared by the institutes of technology and the public colleges are illustrated in Graph 2.

GRAPH 2

PERCENT OF APPRENTICES ATTENDING TECHNICAL TRAINING BY TYPE OF INSTITUTION: 1973



Total 8,293 Apprentices

Data in Table 11 represent both the number of apprentices registered in Alberta and the number of Apprenticeship Contracts cancelled by year from 1967 to 1973.

TABLE 11

Apprentices Registered in Alberta:
Contracts Cancelled: Year

APPRENTICES REGISTERED	CONTRACTS CANCELLED	YEAR
7797	966	1967
8642	1037	1968
9239	912	1969
9243	1179	1970
8716	1241	1971
8898	1110	1972
9596	1237	1973

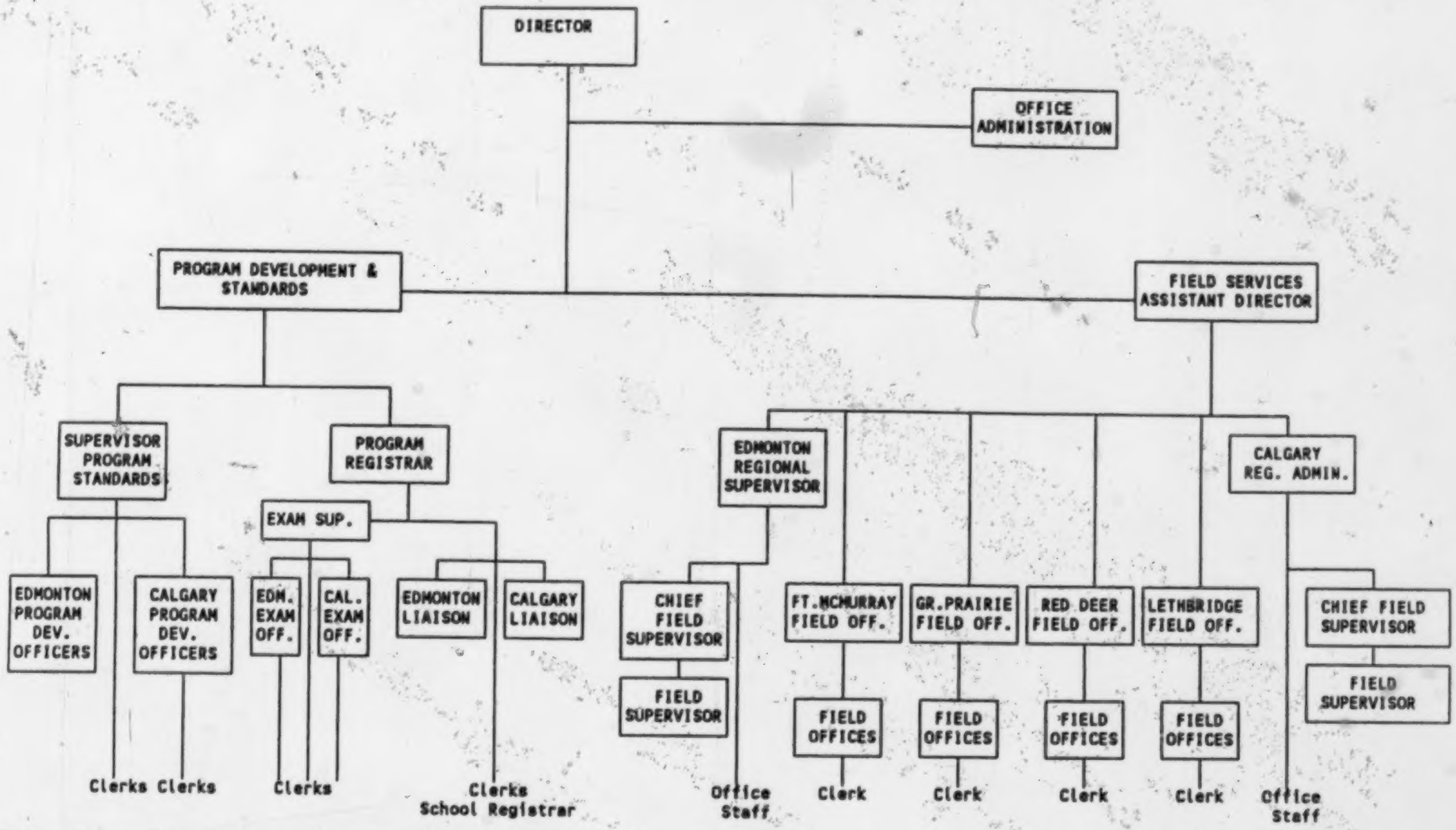
On September 4, 1973, Peers wrote a memorandum to departmental staff in which he presented the reorganization of the Apprenticeship and Tradesmen's Qualification Branch. In that memorandum Peers stated that "Effective September 1, 1973, changes in designation of titles will be recognized for the following personnel . . . R. H. Watson, from Examination Technician, to Assistant Director - Program Development and Standards" (Peers, memorandum, 1973). The staff structure proposed by Peers can be found in Chart 3, page 174.

Through the Canada Manpower Training Program the federal government, in 1974, purchased, from the provincial government, training spaces for 11,063 apprentices to receive

CHART 3

APPRENTICESHIP AND TRADESMEN'S QUALIFICATIONS BRANCH

PROPOSED ADMINISTRATION STRUCTURE


DIRECTOR
OFFICE ADMINISTRATION
PROGRAM DEVELOPMENT & STANDARDS
FIELD SERVICES ASSISTANT DIRECTOR
SUPERVISOR PROGRAM STANDARDS
PROGRAM REGISTRAR
EXAM SUP.
EDMONTON PROGRAM DEV. OFFICERS
CALGARY PROGRAM DEV. OFFICERS
EDM. EXAM OFF.
CAL. EXAM OFF.
EDMONTON LIAISON
CALGARY LIAISON
Clerks Clerks
Clerks
Clerks
School Registrar
EDMONTON REGIONAL SUPERVISOR
CHIEF FIELD SUPERVISOR
FIELD SUPERVISOR
Office Staff
FT.MCMURRAY FIELD OFF.
GR.PRAIRIE FIELD OFF.
RED DEER FIELD OFF.
LETHBRIDGE FIELD OFF.
FIELD OFFICES
FIELD OFFICES
FIELD OFFICES
FIELD OFFICES
Clerk
Clerk
Clerk
Clerk
CALGARY REG. ADMIN.
CHIEF FIELD SUPERVISOR
FIELD SUPERVISOR
Office Staff

Taken from: Peers Memorandum, September 3, 1973 technical training. Figures from the 1974 Annual Report of the Apprenticeship and Tradesmen's Qualification Branch show that 8,978 apprentices were enroled in technical training (p. 6). Of these 5,094 were part of the apprenticeship program at NAIT and 3,543 attended SAIT for their technical training. Forty-three apprentices attended Olds Regional College to prepare to become Agricultural Mechanics. The program for Agricultural Mechanic was first offered at this college in the fall term of 1972-73. In an effort to convert public colleges into more comprehensive institutions and to expand the system's services the Department of Advanced Education began to decentralize the services it made available to apprentices throughout the province. The purpose behind this move was to increase the access all Albertans had to a wide range of educational opportunities thus lessening barriers to higher education. The public colleges outside of Edmonton and Calgary were permitted to expand their services by offering the technical training portion of apprenticeship training for a limited number of trades. During the 1974 school year Fairview College began to offer apprenticeship programs in Heavy Duty Mechanic, Motor Mechanic and Welding to a total of 83 apprentices. Lethbridge College offered technical training to 215 apprentices while Olds College served 43. Apprentices whose contracts were cancelled numbered 1321 in 1974 (Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Manpower and Labour, 1974, pp. 1-10).

BLUE IS REWARDING

Apprenticeship leaders and manpower developers in the province became concerned early in 1970 when the trend began to develop that indicated a decline in the number of apprenticeship registrations. This anomaly co-existed with a provincial industrial economy that was buoyant. Statistics relative to apprenticeship enrolment discussed in previous paragraphs of this chapter show in 1970 there were 9,243 registrations; in 1971, 8,716. Also in 1971 there were 1200 cancellations of contracts. In 1972 records show there were 8,898 registered apprentices. This number increased to 9,596 in 1973.

It became evident from this decline in the number of registered apprentices that Alberta was about to enter an acute shortage of skilled tradespeople to support a growing industrial economy. To attract more young Albertans into the construction industry and to stem the shortage of qualified people, on August 28, 1974 the Minister of Manpower and Labour, the Honourable Dr. Bert Hohol launched the "Blue Is Rewarding" advertising campaign. This two month campaign included advertisements in newspapers, on billboards, and in the electronic media throughout the province. According to the Tony Brown in the Journal of Commerce, "The campaign was started in the fear of a labour shortage that left Alberta with the highest job vacancy rate in the country: 25 vacancies for every 100 employed compared to a national average of 14 per 100 " (October 14, 1974, p. 6).

In support of this recruiting campaign the Manpower and Labour Department was to develop a central registry which would be set up as clearing house for both employer and apprentice. This clearing house would enable a prospective or unemployed apprentice in search of an employer under whom to train or an employer needing an apprentice to be put in touch with each other through the registry.

When the "Blue is Rewarding" campaign was announced a Career Information Centre was to be developed to provide counselling and job information for youth and those individuals wishing to change careers. This centre was not developed outside of the existing structure.

As a result of this campaign 2156 people either wrote or telephoned the Department or one of its branches for information on apprenticeship in these trades: Electrician, Welder, Pipe Trades, Heavy Duty Mechanic, Millwright and Plumber (Hecht, Blue is Rewarding, Edmonton Journal, November 21, 1974, p. 58). Most of those who responded to this campaign were male between 21 and 22 years of age. The response for young women was not as high as had been hoped with less than 15% of the queries coming from women. (See Appendix D, p. 362)

The Apprenticeship and Tradesmen's Qualification Branch reached a milestone in its history when, on March 18, 1974, it issued the 25,000th Completion of Apprenticeship Certificate since the passage of The Apprenticeship Act in 1944.

THE DEPARTMENT OF ADVANCED EDUCATION AND MANPOWER ACT 1975

With the passage of The Department of Advanced Education and Manpower Act 1975 the government combined the Department of Advanced Education with the Manpower Division of the former Department of Manpower and Labour to form the Department of Advanced Education and Manpower in April of 1975. During the year meetings were held with interested groups to prepare and discuss the draft copy of The Manpower Development Act (Annual Report, Alberta Advanced Education and Manpower, 1975-1976, p. 3). One of the four major divisions of the newly formed Department was the Manpower Services Division which included Apprenticeship, Employment Development and Career Development. It was the responsibility of this Division to plan, develop and implement appropriate manpower programs and services to meet the career and social needs of Albertans (Annual Report, Alberta Advanced Education and Manpower, 1975-1976, p. 17). This was accomplished by the Division coordinating the delivery of employment and career development services; designating apprenticeship trades and arranging for training; and regulating the certification of tradesmen under the Tradesmen's Qualification Act (Annual Report, Alberta Advanced Education and Manpower, 1975-1976, p. 17).

Apprenticeship programs and trade certification were transferred from the Department of Manpower and Labour to the Department of Advanced Education in 1975 when The Department of

Advanced Education and Manpower Act received Royal Assent. With the formation of the Department of Advanced Education and Manpower most post-secondary education and manpower development programs were consolidated under this single department with the exception of the Forestry School of the Department of Forestry. This school is located at Hinton.

Prior to the enactment of The Department of Advanced Education and Manpower Act (1975) apprenticeship had been under the control of the Department of Manpower and Labour from 1972 to 1975. From 1959 to 1972 it was an integral division of the Department of Labour. In Table 12, page 180, are data which show the provincial departments which housed either the predecessor of the Apprenticeship and Trade Certification Branch or the Branch between 1959 and 1980.

During the 1970's one of the major areas of growth in the non-university post-secondary education system of the province was that of apprenticeship training. Between 1971 and 1975 the number of apprentices increased to 13,303 from 8,716, an increase of 66%. There were 1422 cancellations that year. The number of registered apprentices at the end of 1975 was at an all time high of 13,303. Of these, 5,345 were new apprentices, an increase of approximately 10% over the 1974 figure of 4,895 new apprentice registrations. Of the 13,303 apprentices registered, 10,745 were attending school in a block of formal training from six to eight weeks, depending on the trade. NAIT received 6,055 of these apprentices while SAIT received 4,209. Public colleges that provided technical

TABLE 12

Provincial Government Departments That Controlled Apprenticeship: 1959 - 1980

DEPARTMENT	YEARS
1. Labour [37]	1959 - 1972
2. Manpower and Labour	1972 - 1975
3. Advanced Education and Manpower	1976 - 1980

37. In 1965, under the Department of Labour, the Apprenticeship Branch joined with the Tradesmen's Qualification Branch to become the Apprenticeship and Tradesmen's Qualification Branch.

training to apprentices were: Fairview College, 97; Lethbridge College, 263; Olds College, 89 and Keyano College, 32. This is the first year that Keyano College was granted permission to provide technical training to apprentices (Annual Report, Apprenticeship and Tradesmen's Qualification Branch, Department of Advanced Education and Manpower, 1975 pp. 2-6). "This marked increase was a result of the province's economic growth, additions in field services and the 1974-1975 "Blue is Rewarding" advertising campaign" (Annual Report, Alberta Advanced Education and Manpower, 1975-1976, p. 17). Training spaces were brokered by the Manpower Division with the institutes and the public colleges for the federal government under the terms of the Federal-Provincial Adult Occupational Training Agreement. Apprentices receiving technical training also received a training allowance under this Agreement.

MANPOWER DEVELOPMENT ACT (1976) (Provincial)

The government of Alberta released its Manpower Policy of the Province of Alberta on November 9, 1972. The underlying principle of that policy is that each Albertan has the right to the opportunity to achieve the highest possible income and standard of living (Government of Alberta, Manpower Policy, 1972, p. 1). The main objective of this policy is "to provide worthwhile employment opportunities for all those Albertans who have the capacity to be employed" (Government of Alberta, Manpower Policy, 1972, p. 1). To fulfil this commitment the Minister of Manpower and Labour, Dr. A. E. Hohol, made the decision to re-examine existing apprenticeship legislation when he announced to the House on March 7, 1973:

> Mr. Speaker, I would like to announce that the Department of Manpower and Labour will be opening up the Apprenticeship Act and the related Tradesmen's Qualification Act and the Welding Act [underlining mine] for public hearings this year, further to bringing forward new legislation in the spring of 1974. In this regard, it is anticipated that briefs from the public will be received during the coming May, while public hearings will be held in June. Details of this matter will announced in the near future. (Alberta Hansard, 1973, pp. 15-621)

Five days after this announcement Mr. G. L. Peers, Director, Apprenticeship and Tradesmen's Certification Branch, appointed Mr. J. F. Elko as Chairman, Legislative Study Group. Elko was responsible to plan all phases of the review process. The first step in the review process began during the first week of April, 1973 when 460 invitational letters together with copies of the three Acts were mailed by the Minister's office to organizations, industrial and business firms, the educational sector and Provincial Advisory Committee members. The reason for opening the three Acts was presented by the Minister in his letter when he wrote the following:

> It is the objective of the Government of the Province of Alberta to develop, in consultation with all segments of industry and the general public, a Bill to establish new legislation that would provide a meaningful foundation for occupational training and qualifications of workers. (Correspondence, draft copy, undated)

In his letter requesting participation, the Minister expressed his intent to hold public hearings after the May 31, 1973, closing date for briefs. The location, dates and times for these hearings were to be announced at later date. The notice of hearing advertisement appeared in the Edmonton Journal June 1 and 2, 1973. (See Appendix E, page 365, for a copy of the draft copy of the Minister's letter of invitation.)

From the invitational letter the Minister received 168 briefs concerning new legislation to update the provisions of The Apprenticeship Act, The Tradesmen's Qualification Act, and The Welding Act. These briefs were indexed, summarized and filed.

A press release and advertisements appeared in newspapers in the major population centres through out the province on June 1, 2, and 4, 1973, announcing public hearings to be held on June 25 and 26, 1973 in Calgary and in Edmonton June 27, 28, and 29, 1973. A total of 106 briefs were presented at these meetings. The public hearing panel consisted of; Dr. A. E. Hohol, Minister of Manpower and Labour; Mr. D. Gardner, Deputy Minister of Manpower and Labour; Dr. E. Mansfield, Assistant Deputy Minister of Manpower and Labour; Mr. G. L. Peers, Director of Apprenticeship; and Mr. J. F. Elko, Chairman, Legislative Study Group.

In addition to public input into the review of the three Acts the Legislative Review Group interviewed 40 male employees of the Apprenticeship Branch staff. Data collected from these interviews were synthesized into a summary. This summary, along with the summaries from the public submissions collected during the review process, could be placed into two general categories: those who were satisfied with the apprenticeship training system and those who found it, for a variety of reasons, unsuited to their needs. The large majority fell into the former category. The major concerns from the submissions received and summarized focused on these nine points: (1) the Provincial Apprenticeship Board; (2) Advisory committees; (3) The Apprenticeship Act, The Tradesmen's Qualification Act, and The Welding Act; (4) penalties and enforcement; (5) recruitment of apprentices; (6) training programs; (7) on-the-job training; (8) new designations; and (9) branch staff. In total, four summaries were prepared from the collected data in the complete review process and were condensed into a single document - Recommendations Concerning the Operation of the Apprenticeship Program Under the Existing Regulations: The Apprenticeship Act; The Tradesmen's Qualification Act; and The Welding Act. On

January 8, 1974 Elko, in a memorandum to Mansfield, indicated that the recommendations were intended to be implemented on an interim basis and that any delay or further redrafting might destroy the effectiveness of the document. Elko went on to recommend that:

> (a) The above document be used as final draft.
>
> (b) Copies of the above document with [an] appropriate letter be distributed as information to:
>
> i) all those who submitted written briefs or participated at the public hearings.
> ii) the key personnel of the Apprenticeship Branch.
> iii) the members of the Provincial Apprenticeship Board.
>
> (c) If strong negative reaction to specific recommendations results from this circulation, those particular items could be deferred for further study and revisions appended to the above document. (Elko, memorandum, January 8, 1974)

These recommendations were accepted by the Deputy Minister, Gardner and the document with the covering letter was sent to those who contributed to the review.

On February 13, 1974, a special meeting of the Apprenticeship Board was held in Edmonton. The major purpose of that meeting was to review the report "Recommendations Concerning the Operation [sic] of the Apprenticeship Program Under Existing Legislation: The Apprenticeship Act; The Tradesmen's Qualification Act; The Welding Act [underlining mine]" that was prepared and submitted by the Legislation Review Group. The minutes of this meeting indicate that the

the Board took the position that the Apprenticeship Board be retained, but only if the duties of the Board were changed from an advisory function to that of a responsibility, regulatory and enforcement function. Additional responsibilities sought by the Board were: the responsibility and authority to designate and de-designate trades upon the recommendations of the trade advisory committees; and to enforce regulations under the three Acts, as well as any under new legislation. The Board recommended that certain clauses specific to The Apprenticeship Act be retained. These were Clause 14, compulsory certification, and Clause 23, penalties for contravention of the Act.

The Board reviewed recommendations 4 as well as recommendations 1, 2, 3, 18 through 24 and 32. It was agreed from this review that the appointment of the Director of Apprenticeship as Chairman of the Apprenticeship Board be rescinded (Recommendation 1); that the Director of Apprenticeship be appointed as an ex-officio member of the Board. It was agreed in principle that a new Chairman be appointed forthwith and that person should not be a civil servant. It was suggested that the Board be revised to seven members to be more effective. It was noted in the minutes for the special meeting of the Board that: "The Board made recommendation that the Director of Apprenticeship should be made directly responsible to the Assistant Deputy Minister of Manpower and Labour, rather than be placed under the direction of the Co-ordinator of Manpower Training" (Special Meeting of the Apprenticeship Board, February 13, 1974, p.3).

In a memorandum from A. E. Hohol to L. D. Hyndman, under the date of June 24, 1974, Hohol wrote:

> I wish to present a bill concerning manpower development for legislative assent during the Spring, 1975 sitting of the Legislative Assembly. The intent of the Bill is to translate a number of aspects of The Alberta Manpower Policy into legislative statements which fall within the mandate of the Minister.
>
> TITLE : "Manpower Development Bill" [Bill 52]
>
> CONTENT : 1. Amendment and consolidation of "The Apprenticeship Act," "The Tradesmen's Qualification Act" and "The Welding Act," reflecting the findings from the Public Hearings held in June, 1973. . . .
>
> The Bill will provide for programs of apprentice training, other industrial and occupational training, certification and compulsory qualification (Memorandum, June 24, 1974)

On May 12, 1976 Dr. A. E. (Bert) Hohol introduced Bill 52, The Manpower Development Bill to the legislature. When introducing this Bill he stated:

> This act [sic] does three things. First, it in part brings together three current statutes: The Apprenticeship Act, The Tradesmen's Qualification Act and The Welding Act [underlining mine]. In doing this, Mr. Speaker, it also brings some new and additional concepts and practices in apprenticeship and tradesmen's qualifications. Welding will be incorporated into one of the designated trades. (Alberta Hansard, 1976, p. 1253)

The resultant Bill 52 was encompassing and easily accepted by the majority of the members of the legislature. Bill 52 passed May 19, 1976 and received Royal Assent on November 1, 1976.

The resultant Bill 52 was encompassing and easily accepted by the majority of the members of the legislature. Bill 52 passed May 19, 1976 and received Royal Assent on November 1, 1976.

Personnel of the Manpower Services Division of the Department of Advanced Education and Manpower focused much of their attention and effort on the implementation of the provisions of The Manpower Development Act. The Manpower Development Act is the legislative authority which operationalizes Apprenticeship and Trade Certification Programs in the province. The Act consists of four main parts. Part 3 has three divisions, each of which defines a specific type of trade designation. "Designation" means the formal recognition of a trade through ministerial or cabinet order. It is the first step in the process that authorizes Apprenticeship and Trade Certification to become engaged in apprenticeship and trades training activities and establishes certification programs. Designation of a trade under Division 1 establishes a formal apprenticeship training program for that trade. Designation under Division 2 or 3 establishes, respectively, voluntary or compulsory certification programs. To accomplish this:

> A working relationship was established between the department and the newly structured Apprenticeship and Trade Certification Board, and policy adjustments were made to the apprenticeship program in accordance with the General Regulations to the Manpower Development Act. Also, new certificates were designed and approved, and meetings were held with representatives from organizations and associations to discuss the interpretation of the new Act. (Annual Report, Alberta Advanced Education and Manpower, 1979-1980, p. 13)

When The Manpower Development Act was passed in 1976 it amalgamated and updated previous apprenticeship legislation. Under this legislation the previous Acts, The Tradesmen's Qualification Act (1936), The Welding Act (1941) and The Apprenticeship Act (1944) were repealed. According to The Manpower Development Act:

> Wherever a reference is made to The Apprenticeship Act, The Welding Act or The Tradesmen's Qualification Act in any statutory provision not amended by this Act or in any regulation, order, direction or other instrument in force in Alberta, the reference shall be deemed to be a reference to the Manpower Development Act. Any order, regulation, direction, appointment or contract made, given or approved under The Apprenticeship Act, The Welding Act or The Tradesmen's Qualification Act that is in force upon commencement of this Act shall be deemed to have been made, given or approved under this Act. (p. 21)

Under this new legislation and in accordance with the Public Service Act a civil servant was to be appointed as Director of Apprenticeship and Trade Certification. The Act called for the establishment of the Alberta Apprenticeship and Trade Certification Board and a program advisory system network consisting of local and provincial apprenticeship committees which collectively represent industry throughout the province. The Board would be chaired by an appointed non-civil servant. The Board was expanded to ten members to provide for a wider representation of employers (3) and employees (3), an alternate member for each of these groups (2) and two members representing the general public. All members of the Board were appointed by the Lieutenant-Governor-in-Council. The primary duty of the board is to advise the minister on all matters related to the general conditions governing trade training and certification of workers in designated trades.

Other specific functions of the Board are to: review petitions for the designation of trades and make recommendations to the Minister; review recommendations from Provincial Apprenticeship Committees concerning trade regulations and recommend their adoption by Ministerial Order; approve length and content of training programs on recommendations of the Provincial Apprenticeship Committees; and hear and rule on appeals launched pertaining to decisions of the Executive Director.

The chairman is appointed for a period of five years and may be reappointed while the general members of the Board are appointed for three years and may be reappointed once only. The terms of appointment are set so they will expire in rotation so the Board may be in operation at all times. The Executive Director is a member of the Board, but is not permitted to cast a vote.

Items are passed by the Board through a vote. During this procedure only the trade representatives and the employers directly associated with industry can vote. The "interested parties", public representation, on the Board do not vote. The chairman may only vote in the event of a tie (Statutes of Alberta, p. 105).

The Act makes provision for the establishment of a program advisory system of Local and Provincial Apprenticeship

Committees[38] comprised of employers and employees who are associated and knowledgeable about the designated trade. Members of both of these committees are appointed for terms specified by the Apprenticeship and Trade Certification Board.

Local Apprenticeship Committees (LAC) for any trade area consists of not less that three members, the Director of Apprenticeship and Trade Certification or his designate, one member representing employers and one representing employees. Employers as well as employees may have alternate members appointed. Additional members may be appointed providing they are recommended by the Director and approved by the Board. A technical or other special advisor(s) may be a member of a LAC to assist it in carrying out its duties. Some of these members may represent the general public. These Committees are found in regions of the province where activity related to a specific trade is high and industry participation is possible.

The duties of the LAC are to advise and assist the Director in the committee's trade area or areas. The committee also hears complaints and disputes from either employers or apprentices in its area and attempts to recommend settlements between the two parties. If a dispute or complaint cannot be resolved at the local level, it is referred to the Director for settlement. Another function of a LAC is to make recommendations to Provincial Apprenticeship Committees on matters relating to apprenticeship, training and certification for a region (Statutes of Alberta, 1976, p. 107).

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[38] Early copies of The Manpower Development Act, 1980 Revised Statutes of Alberta or earlier, list these committees as Local or Provincial Advisory Committees while the later copies of the Act list them as Local or Provincial Apprenticeship Committees. For the sake of clarity the latter term will be used herein.

The Provincial Apprenticeship Committees (PAC)'s are structured in much the same manner as the LAC. The chairman is the Director of Apprenticeship and Trade Certification and the rest of the members of the PAC are appointed from the LACs for that trade area. In the process of the settling of a dispute only the trade related members of the Committee may vote with the chairman voting in the event of a tie. Where the LAC must meet at least three times a year, the PAC must meet at least once every two years (Statutes of Alberta, 1976, p. 108).

The duties of the PAC are to make recommendations to the Alberta Apprenticeship and Trade Certification Board on matters relating to trade regulations and any other matters relating to apprenticeship or apprentice training. The PAC is also mandated to review training programs to ensure relevance and effectiveness and make recommendations on them. Also a PAC is empowered to develop crossover policies for the training received in the Armed Forces. PACs are also responsible for developing and approving policies of accreditation for technical training courses and programs that articulate with designated trades (Statutes of Alberta, 1976, p. 108).

Under the terms of the Act, the Director or an authorized representative of the director has inspection authority. That person can enter any place of trade activity at any reasonable time for the purpose of performing any duty assigned under Part 1 of the Act. These duties may require an employer to disclose payroll records, job classifications, the kind of work, or the qualifications of any of the employees who are or who may be working in a designated trade (The Manpower Development Act, 1976, Part 1, Section 16).

The Act grants an apprentice the right to appeal any decision or order of the Executive Director. That appeal must be made within 30 days from the date of the decision or order and must be in writing to the Apprenticeship and Trade Certification Board. The Board fixes the date, time and place of the appeal and must notify all parties of these facts. Within ninety days of the appeal the Board must notify the parties of the decision which is final. During the appeal the Executive Director is not permitted to sit as a Board member, but he or his agent is entitled to submit arguments.

As contemporary apprenticeship legislation The Manpower Development Act added two new terms to the lexicon used by employers, tradesmen, and personnel of Apprenticeship and Trade Certification. These terms were "updating course" and "Upgrading course". The definition of updating course, as found in the Act is "a special course of training for certified tradesmen whose skill and knowledge have become inadequate due to innovations and developments in their designated trade" (The Manpower Development Act, Part 1, Section I, Sub-section (i)).

Industry was gravely concerned about the effect that technology was having on the trades and expressed a need to update certified tradesmen. In response to this need Apprenticeship and Trade Certification introduced the

Journeyman Updating Program in 1984. This program, for all certified journeymen and approved qualified journeymen, is designed to update the knowledge and skill base of these tradesmen. This updating will allow these journeymen to become more competitive in the job market.

Members of industry or the general public may request the development of a Journeyman Updating Course. Once approval is granted to the request the responsibility lies with the Program Development and Standards Branch of Apprenticeship and Trade Certification to develop course outlines. Updating courses may be offered through evening classes, day classes or block release at any provincial institute of technology or college where basic apprenticeship technical training for that trade is available.

For those tradesmen who are eligible for certification in a designated trade but were unsuccessful in passing the Alberta journeymen's examination, provision is made in the Act for these individuals to enrol in an upgrading course. An upgrading course " is a special course of training established for the purpose of supplementing technical knowledge of candidates eligible for examination under Division 2 or 3 of Part 3 [of the Act]" (The Manpower Development Act, Part 1, Section I, sub-section (j)). Candidates who successfully complete the course are eligible to re-challenge the journeyman examination.

Designating a trade as an apprenticeable trade falls under the domain of this Act and can be accomplished in three different ways. The first method is through a joint petition from a "representative number" of the employers or the employees engaged in that trade petitioning the Lieutenant-Governor-in-Council, the Cabinet, to have the trade designated. An alternative is for a representative group of employers or a representative group of employees to petition Cabinet requesting designation. At this point, the Minister may intervene and request the Board investigate the trade area. Areas of concern would be to determine if: the signatories to the petitions truly represent the trade, the numbers really represent a significant portion of the trade and if the trade is suitable for designation (Statutes of Alberta, 1976, p. 110).

The second way for a trade to become a designated trade is for the Minister to request that the Board investigate a trade. The Board would then scrutinize the trade and recommend to the Minister whether or not the trade should be designated. The Minister then recommends to Cabinet that the trade be designated. The Minister can also guide the investigation of the Board in the other direction and recommend de-designation of the trade (Statutes of Alberta, 1976, p. 110).

A third method by which a trade may become a designated trade is for Cabinet to declare it to be under the power of the Act. There does not have to be an investigation if this route is taken (Statutes of Alberta, 1976, p. 110).

The Manpower Development Act consists of four parts. Part 3, Training and Certification of Workers Engaged in Trades, contains three divisions each defining a specific type of designation which means formal recognition of a trade through a Ministerial Order or an Order-in-Council. Division 1 establishes a formal, compulsory apprenticeship training program for all designated trades with the exception of the trades of Tool and Die Maker, Projectionist, Plasterer and Elevator Constructor. Although these trades are apprenticeable they do not include a technical training component. Consequently apprentices registered in these trades are not excused from work to attend technical training. An apprentice, under the terms of The Manpower Development Act, must sign a contract with the employer, who is or employs a journeyman, and the Alberta government as represented by the Apprenticeship Branch and is indentured to that employer while learning the trade. This is a two part program which consists of on-the-job training at the jobsite and technical training courses offered at either a designated public college or an institute of technology. All trades designated under Division 1 are also automatically designated either under Division 2 or Division 3. Under the terms of The Manpower Development Act (1976) when a trade is designated for apprenticeship training it is also designated for either voluntary certification (Division 2) or compulsory certification (Division 3).

Trades that are designated under Division 2 require voluntary certification and are classified as qualification trades and include:

> Agricultural Mechanic, Appliance Serviceman, Baker, Boilermaker, Bricklayer, Cabinetmaker, Carpenter, Cement Finisher, Communication Electrician, Cook, Electrical Rewind Mechanic, Floor Covering Mechanic, Glass Worker, Heavy Equipment Operator, Instrument Mechanic, Insulator, Ironworker, Landscape Gardener, Lather-Interior Systems Mechanic, Machinist, Millwright, Painter and Decorator, Partsman, Plasterer, Power Lineman, Power System Electrician, Printing and Graphic Arts Craftsman, Projectionist, Roofer, Saw Filer, Sprinkler Systems Installer, Steel Fabricator, Tilesetter, Tool & Dye [sic] Maker, Transport Refrigeration Mechanic, and Water Well Driller. (Directory: Certification and Registration Bodies for Professions and Occupations in Alberta, 1988, p. 55)

When a trade is designated under Division 2, the Director of Apprenticeship and Trade Certification on the recommendation of a Local Apprenticeship Committee may "issue certificates to persons who at that time, through experience and general competence, are recognized by the Committee as skilled tradesmen in that trade" (The Manpower Development Act, Division 2, Section 36, p. 13).

Division 3 of Act deals specifically with the compulsory certification of tradesmen for the proficiency trades. Persons who are engaged in work of these trades must have an Alberta Certificate of Proficiency, be an indentured apprentice, or have special authorization to practice that trade issued by the Executive Director of Apprenticeship and Trade Certification.

It was two years after the enactment of The Manpower Development Act that two trades were designated as apprenticeable trades under the Act. These were the trades of Sprinkler Fitter and Boilermaker. Both of these trades were designated under Division 1 of the Act, which automatically designates them under Division 2 as trades that do not require mandatory certification. Data in Table 13, page 197, show this information.

An alternative route for a tradesman to receive a Certificate of Proficiency is for that individual to develop the appropriate skills to the journeyman level and successfully challenge the prescribed journeyman examination(s). A trade is designated as a proficiency trade if the trade involves a significant measure of public protection or contributes to the general safety of Albertans. Proficiency trades designated under Division 3 are: "Autobody Mechanic, Barber, Beautician, Crane and Hoisting Equipment Operator, Electrician, Electronic Technician, Elevator Constructor, Gasfitter, Heavy Duty Mechanic, Motor Mechanic, Motorcycle Mechanic [sic], Plumber, Recreational Vehicle Mechanic, Refrigeration Mechanic, Sheet Metal Worker [sic], Steamfitter-Pipefitter, and Welder"

TABLE 13

Trades Designated Under The Manpower Development Act: Division:Year

TRADE	DIVISION: YEAR		
	1	2	3
Sprinkler Fitter	1978	19~~78~~	--
Boilermaker	1978	1978	--

(Directory: Certification and Registration Bodies for Professions and Occupations in Alberta, 1988, p. 55)

EVOLUTION OF APPRENTICESHIP 1976 - 1979

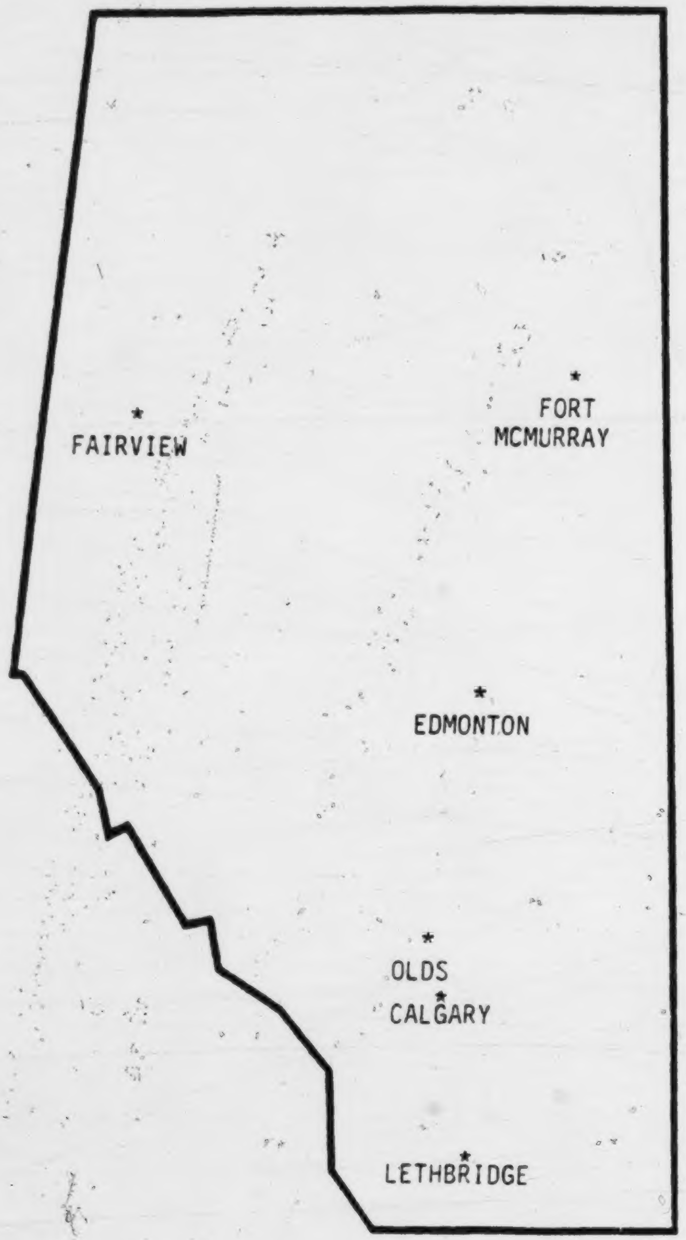
Apprenticeship and Trade Certification Branch, 1976, statistics contained in the Annual Report show there were 16,059 apprentices registered with the Branch. These apprentices were registered in 39 trades that lead to journeymen certification. Of the 16,059 registered apprentices, 6,636 were new and, of the total, 12,932 were attending school. NAIT offered technical training for 30 of the 39 apprenticeship programs that were available. For the 1976 - 1977 school year NAIT offered this type of training to 7,097 apprentices. SAIT offered technical training to 4,920 apprentices registered in 22 of these 39 trades. For this reporting year Vermilion College, later to be re-named Lakeland College, was added to the list of public colleges that were granted permission to offer technical training to apprentices when it accepted 37 apprentices. Other public colleges that offered this type of training included: Fairview College, 127; Lethbridge College, 500; Olds College, 97 and Keyano College, 154. There were 1503 apprentices whose contracts were cancelled in this year (Annual Report, Apprenticeship and Trade Certification Branch, Alberta Advanced Education and Manpower, 1976, p. 6). On page 200 is Map 3 which shows the location of the non-university post-secondary institutions that were involved in providing technical training to apprentices.

Under the Apprenticeship section of the Canada Manpower Training Program, following the repeal of a federal-provincial program which began in 1967, pursuant to The Adult Occupational Training Act of Canada, the federal government purchased institutional training on behalf of apprentices selected by the Apprenticeship and Trade Certification Board. The Canada Manpower Training Program also provided apprentices attending school for technical training with training allowances (Annual Report, Alberta Advanced Education and Manpower, 1976-1977, p. 68).

From 1972 to 1977 the number of registered apprentices doubled which placed heavy pressure on the personnel of Manpower Services and the technical institutes. In discussing the rapid growth of apprenticeship training in the province during this five year period Berghofer and Vladicka (1980) wrote "Alberta trains nearly one-quarter of the apprentices in Canada - more than three times its proportion of the country's population" (p. 50). The Department of Advanced Education and Manpower met this increased demand for training facilities and spaces for apprenticeship programs by decentralizing them to public colleges outside the two large population centres. Other public colleges, such as Lakeland, Keyano and Medicine Hat, began to offer technical training for apprentices in selected trades at this time. Olds had offered this type of training to Agricultural Mechanics since 1972 as an effort by

MAP 3

NON-UNIVERSITY POST-SECONDARY INSTITUTIONS OFFERING TECHNICAL TRAINING TO APPRENTICES: 1976


FAIRVIEW
FORT MCMURRAY
EDMONTON
OLDS
CALGARY
LETHBRIDGE

the department to decentralize the program and to relieve the pressure on NAIT and SAIT due to increased apprenticeship enrolments.

Statistics in the Annual Report of the Apprenticeship and Trade Certification Branch for 1977 show the number of registered apprentices increased by over 14% from the previous year to an all time high of 18,327. There were 7,032 new apprentices registered with the Apprenticeship and Trade Certification Branch. Of the 18,327 registered apprentices 14,359 were attending school for their technical training at either a technical institute or a public college. The federal government purchased 14,706 seats[39] in these institutions for apprentices under the terms of the Canada Manpower Training Program (Institutional). The Northern Alberta Institute of Technology received 7,556 of the apprentices attending school, while the Southern Alberta Institute of Technology received 5,522 and the public colleges serviced the remaining apprentices in the following breakdown: Fairview College, 144; Lethbridge College, 562; Olds College, 44; Keyano College, 282; and Vermilion College, 249. Cancellation of Apprenticeship Contracts affected 1956 apprentices (Annual Report, Apprenticeship and Trade Certification Branch, Alberta Advanced Education and Manpower, 1977, p. 6). The number of apprenticeship programs at NAIT that offered technical training increased to 32 from 30 when Water Well Driller and Basic Equipment Operator were added. SAIT continued to offer technical training for the 22 programs it offered since 1975 - 1976.

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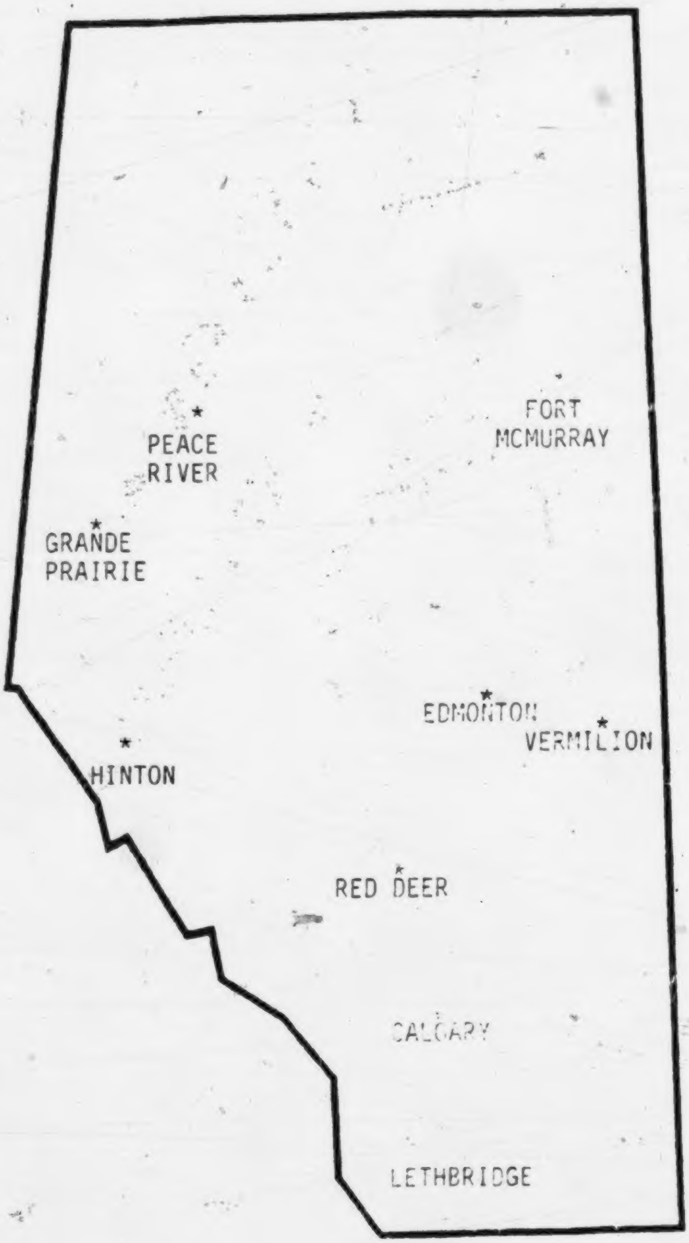
[39] The remaining number of seats, after subtracting the number of apprentices who attended school, are used for training programs related to apprenticeship and skill training but that are not part of apprenticeship training.

During the 1977-1978 operating year the Apprenticeship and Trade Certification Branch added another regional office at Vermilion, bringing the number of regional offices to seven. Other regional offices were located in Calgary, Edmonton, Fort McMurray, Grande Prairie, Lethbridge, and Red Deer. The following year, 1978-1979 the eighth regional office was added at Hinton. Map 4, page 203, shows the locations of these Regional Offices of Apprenticeship and Trade Certification.

In 1978 there was an 8% increase in the number of registered apprentices to a total of 19,805, the highest number of registrations since the Apprenticeship Branch was established in 1944. There were 7,007 new apprentices registered during that year (Annual Report, Apprenticeship and Trade Certification Branch, 1978, pp. 2-13). The federal government, through the Canada Manpower Training Program, purchased institutional training from the province for 17,050 students and also provided training allowances for the apprentices (Annual Report, Alberta Advanced Education and Manpower, 1978-1979, pp. 126-128). The greater portion of these apprentices received their technical training at either NAIT, 9,413, or SAIT, 6,279. The remaining apprentices received their training at one of the following public

MAP 4

REGIONAL OFFICES OF APPRENTICESHIP AND TRADE CERTIFICATION: 1979


FORT MCMURRAY
PEACE RIVER
GRANDE PRAIRIE
EDMONTON
VERMILION
HINTON
RED DEER
CALGARY
LETHBRIDGE

colleges: Fairview College, 149; Lethbridge College, 600; Keyano College, 245; Vermilion College, 385; Olds College, 46 and Red Deer College, 15. There were 2,122 Apprenticeship Contracts cancelled that year (Annual Report, Apprenticeship and Trade Certification Branch, Advanced Education and Manpower, 1978, pp. 3-6). This was the first year that Red Deer College was granted permission to offer technical training for apprentices. In its attempt to diversify the programs offered by public colleges, Advanced Education and Manpower began to expand the availability of apprenticeship programs by transferring certain programs from the institutes of technology to the public colleges. For instance, Fairview College began planning for new programs such as Partsman Apprentice and Electrical Apprentice. Keyano College offered technical training in Carpentry, Electrical, Motor Mechanic and Welding and expanded its programs by offering the fourth year of the Carpentry apprenticeship. An analysis of the enrolment tables for apprenticeship programs in the Annual Report of Advanced Education and Manpower show that the following two programs were added to those previously offered at NAIT, Steam Fitter and Water Well Driller. SAIT deleted Steel Fabricator, from its program offerings for the technical training of apprentices reducing the number of courses it offered to 21 from 22.

From April 1, 1978 to March 31, 1979 Program Services of Advanced Education and Manpower, through its Program Coordination Policy, expanded the delivery of technical training to all years of the following apprenticeship programs offered at these public colleges: Carpenter Apprenticeship (1st, 2nd, 3rd and 4th year), Automotive Mechanic and Motor Mechanic Apprenticeship (3rd and 4th year), Fairview College; Carpenter (4th year), Lethbridge Community College; and Tile Setter, Red Deer College. This was an attempt to allow these colleges to offer complete technical training to apprentices in the trades found at each institution.

The Apprenticeship and Trade Certification Branch, in 1979, registered 22,525 apprentices, an increase of approximately 13.7% over 1978. This reflected an all time high for apprentice registrations. Contract cancellations also reached a high, numbering 2385. There were 8,729 new apprentices registered which represented an increase of 25% over the previous year. The number of registered apprentices had a ripple effect on the number of apprentices attending school for their technical training. That number was 17,485. Over half of these apprentices, 9,611, attended NAIT; 6,402 attended SAIT; Fairview College received 219; Keyano College, 202; Lakeland College, 368; Lethbridge Community College, 579; Medicine Hat College, 15; and Olds College, 28 and Red Deer College 49 (Annual Report, Apprenticeship and Trade Certification Branch, Alberta Advanced Education and Manpower, 1979, pp. 4-6). During this reporting year Medicine Hat College became the seventh public college to become part of the delivery system for the technical training portion of apprenticeship. Some time in 1979 the name of Vermilion College was changed to Lakeland College. This name change was reflected in the Annual Report, Apprenticeship and Trade Certification Branch for that year. The public colleges had responsibility for 1830 apprentices receiving technical training. Map 5 on page 207 shows the location of the two technical institutions and the seven public colleges in the province that had responsibility for providing technical training to apprentices.

On August 1, 1979 R. Harold Watson was appointed Director of Apprenticeship and Trade Certification replacing G. L. Peers. Watson, who graduated from the University of Saskatchewan with a B.S.A. in Agricultural Engineering, had joined the Department of Labour in 1973 where he held the position of Assistant Director, Program Development and Standards, Apprenticeship and Trade Certification. Watson served as the Director of the Industrial Division of NAIT for the 1976 - 1977 term after which he returned to his position with Apprenticeship.

In Table 14, page 208, are data which show the number of apprentices, by year and institution that were registered for technical training at the two institutes of technology and the seven public colleges over the six year period from 1974 to 1979. Other information in this table show the number of colleges authorized to teach technical training to apprentices increased by four when Keyano College, Lakeland College, Red Deer College, and Medicine Hat College began to offer this portion of apprenticeship training.

MAP 5

NON-UNIVERSITY POST SECONDARY INSTITUTIONS IN ALBERTA OFFERING TECHNICAL TRAINING TO APPRENTICES: 1979

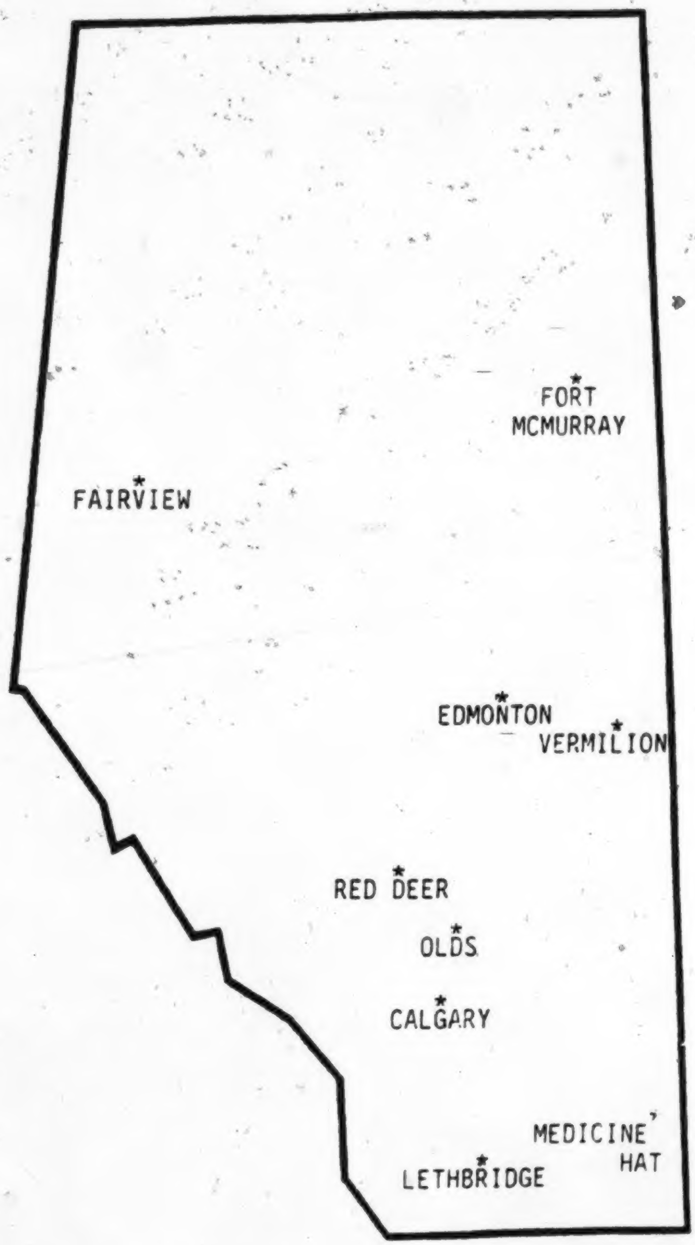

FORT MCMURRAY
FAIRVIEW
EDMONTON
VERMILION
RED DEER
OLDS
CALGARY
MEDICINE HAT
LETHBRIDGE

TABLE 14

Apprentices Registered For Technical Training By Institution 1971 - 1979

INST.	1974	1975	1976	1977	1978	1979
FAIRVIEW COLLEGE	83	97	127	144	149	219
KEYANO COLLEGE	--	32	154	282	245	202
LAKELAND COLLEGE	--	--	--	249	385	368
LETHBRIDGE COLLEGE	215	263	500	562	600	570
MED. HAT COLLEGE	--	--	--	--	--	15
NAIT	5094	6055	7097	7556	8613	9611
OLDS COLLEGE	43	89	97	44	46	28
RED DEER COLLEGE	--	--	--	--	15	49
SAIT	3543	4209	4920	5522	5939	6402

Data in Table 15, page 209, represent the numbers of apprentices registered in Alberta and the numbers of Apprenticeship Contracts that were cancelled over the period 1974 to 1979 by year.

TABLE 15

Apprentices Registered in Alberta: Contracts Cancelled: Year

APPRENTICES REGISTERED	CONTRACTS CANCELLED	YEAR
11,280	1,321	1974
13,303	1,422	1975
16,059	1,503	1976
18,327	1,956	1977
19,805	2,122	1978
22,525	2,385	1979

Data in Table 16, page 210, summarizes the number of apprentices registered in the program for the nineteen year period reported in this chapter. These data also show the number of registered apprentices who were enroled in all schools for technical training and the increase of registrations to 22,525 (1979) from 4,777 (1960) an increase of 371.5%. Statistics also show the number of Apprenticeship Contract cancellations over the same period.

The Manpower Division, through the Program Coordination Policy of the Department, reviewed and coordinated initiatives of a technical and vocational nature which were submitted by public institutions. These activities resulted in the approval of these apprenticeship programs at these four institutions: Fairview College, Electrician (1st and 2nd year), Partsman (1st, 2nd and 3rd years), Welding (3rd year); Lethbridge Community College, Electrician (3rd and 4th year); Medicine Hat

TABLE 16

Apprentices Registered In Alberta: Apprentices Attending Training Sessions: Apprenticeship Contract Cancellations: Year

APPRENTICES REGISTERED	APPRENTICES IN SCHOOL	CONTRACT CANCELLATIONS	YEAR
4,777	3,766	1,070	1960
4,782	3,798	884	1961
5,153	3,963	881	1962
5,066	4,329	1,174	1963
5,293	4,558	1,011	1964
6,055	5,505	837	1965
7,130	6,583	1,108	1966
7,797	7,539	966	1967
8,642	8,091	1,037	1968
9,239	8,676	912	1969
9,243[40]	9,059	1,179	1970
8,805	8,599	1,241	1971
9,068	8,489	1,110	1972
9,956	8,293	1,237	1973
12,128	8,978	1,321	1974
14,347	10,745	1,422	1975
16,756	12,932	1,503	1976
18,819	14,359	1,956	1977
20,700	15,992	2,122	1978
22,525	17,485	2,385	1979

[40] The figures given in this table from 1960 to 1970 reflect the number of apprentices registered in Alberta and who attended school on the basis of a school year from July 1 to June 30. Figures from 1971 onward are calculated on the basis of a calendar year from January 1 to December 31.

College, Plumber (1st, 2nd, 3rd and 4th year); and Red Deer College, Water Well Driller (1st and 2nd year). These public colleges received approval to teach these programs from Advanced Education between April 1, 1979 and March 31, 1980 (Annual Report, Alberta Advanced Education and Manpower, 1979 -

(Annual Report, Alberta Advanced Education and Manpower, 1979 - 1980, p. 24). It is interesting to note that the Electrical Apprenticeship Program offered at Fairview College was taught at Grande Prairie in facilities supplied by the Grande Prairie Regional College to satisfy a local demand.

Data contained in Graph 3, page 212, show the percent of apprentices who attended technical training sessions at an institute of technology in Alberta and those who attended a public college for training in 1980.

A regional office for the Apprenticeship and Trade Certification Branch was added at Peace River, increasing the number of regional offices to nine. Map 6 of Alberta, page 214, shows the location of the centres where these nine regional offices are located.

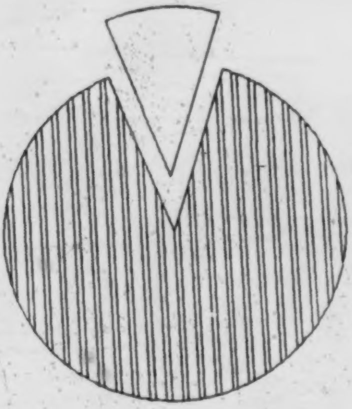
RED SEAL TRADES

Through conferences headed by the Directors of Apprenticeship from the provinces, work continued on the process of designating trades to be Interprovincial, that is to become part of the Red Seal Program. In 1976 the trade of Instrument Mechanic received designation as a Red Seal trade. In 1979 three additional trades were designated. They were Boilermaker, Power Lineman, and Welder which brought the total number of Red Seal trades to 18. Data in Table 17, page 213, show the name of the trade and the year in which the trade received its designation as a Red Seal trade.

GRAPH 3

PERCENT OF APPRENTICES ATTENDING TECHNICAL TRAINING AT INSTITUTES OF TECHNOLOGY AND PUBLIC COLLEGES

9.8% or 1,840 Attended Public Colleges



89.1% or 16,752 Attended Technical Institutes

1.1% or 207 Were Employer Trained

Total 18,799 Apprentices

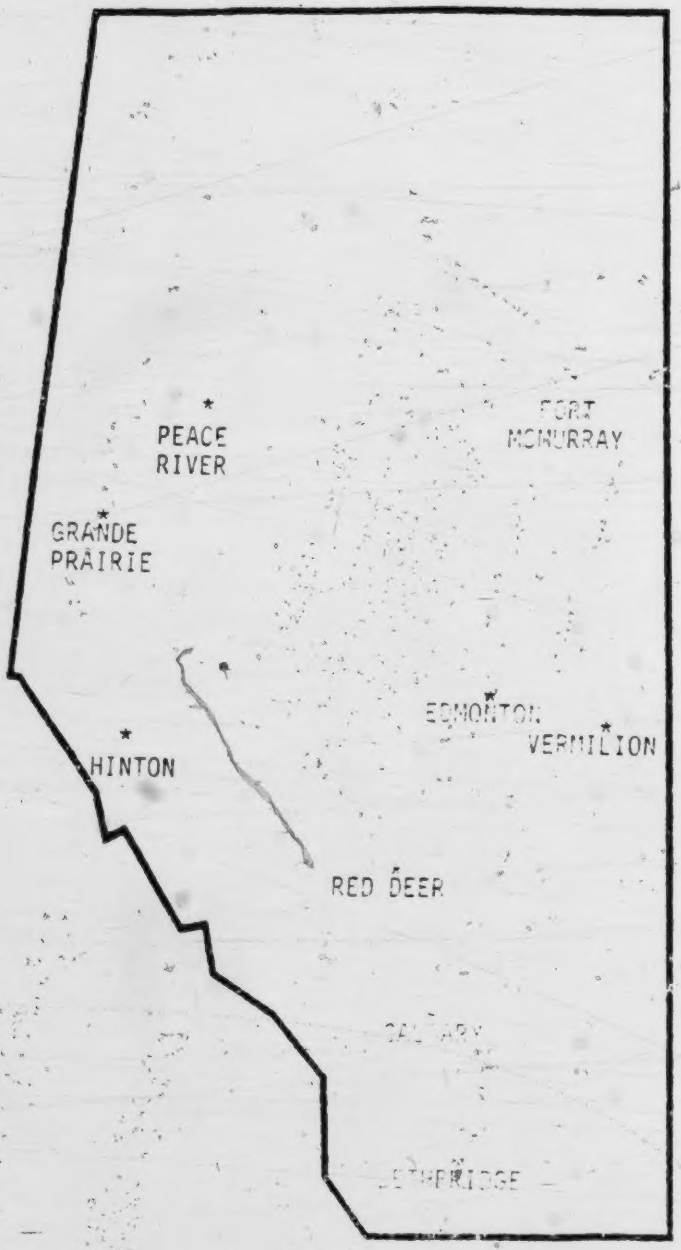
TABLE 17

Trades in Alberta Recognized by the Red Seal Program: 1979

	TRADE	YEAR
1.	Motor Mechanic	1959
2.	Plumber	1961
3.	Carpenter	1961
4.	Sheet Metal Mechanic	1962
5.	Electrician	1962
6.	Heavy Duty Mechanic	1963
7.	Auto Body Mechanic	1964
8.	Electronic Technician	1965
9.	Refrigeration Mechanic	1965
10.	Bricklayer	1967
11.	Millwright	1967
12.	Machinist	1967
13.	Steamfitter-Pipefitter	1967
14.	Painter and Decorator	1972
15.	Cook	1972
16.	Instrument Mechanic	1976
17.	Boilermaker	1979
18.	Power Lineman	1979
19.	Welder	1979

MAP 6

REGIONAL OFFICES OF APPRENTICESHIP AND TRADE CERTIFICATION: 1980


PEACE RIVER
FORT MCMURRAY
GRANDE PRAIRIE
EDMONTON
VERMILION
HINTON
RED DEER
CALGARY
LETHBRIDGE

SUMMARY

Technical education and apprenticeship entered this period of Alberta's history under a slightly dark cloud. At the 1960 meeting of the Apprenticeship Training Advisory Committee, held in Ottawa, speakers pointed out that both areas of vocational education needed to upgrade their images with the general public. Another topic of concern at this symposia was the expansion of the Interprovincial Red Seal Program to allow Canada's skilled work population to become truly mobile. To attain both of these goals the Apprenticeship Board, under F. E. Whittle, inaugurated an education campaign in the province that would eventually see the "Blue is Beautiful" advertising blitz in 1974.

The Technical and Vocational Training Assistance Act (1960) (T.V.T.A.) was permissive federal legislation designed to allow the federal government to contribute to the costs of training in vocational and technical areas. These contributions would cover the training allowances for apprentices while attending technical training at one of the institutes in Alberta, partial costs of construction of new facilities and equipment and the total costs of the training of instructors for these programs at the secondary level. Alberta was the first province to respond to that offer by creating the Division of Industrial and Vocational Education at the University of Alberta in 1962. T.V.T.A. also established the National Technical and Vocational Training Advisory Council to assist and advise the Federal Minister of Labour on the operation of the Act.

The Adult Occupational Training Act (1967) (A.O.T.A.) was federal legislation that repealed the Technical and Vocational Training Act (1960). The aim of this Act was to increase the focus of training on the adult population where the focus of T.V.T.A. was mainly on youth. A.O.T.A allowed a manpower officer to send a client to another province for training with the home province being responsible for the training costs and support costs of the client. Some of these costs were recoverable through federal programs.

The Advanced Education Act (1972) was provincial legislation that brought control of most post-secondary institutions in the province under one department. This was to streamline communication between institutes for the betterment of education in the province. When the Department of Advanced Education and Manpower Act (1975) was given Royal Assent most of the post-secondary institutions and the manpower development programs were housed under one department. This was done to try to facilitate the allocation of funds and reduce inter-institution rivalry.

Through out the seventies one of the largest growing facets of education in the province was the increase in technical training through apprenticeship. This rapid growth led to the expansion of selected technical training programs to the smaller public colleges outside of Edmonton and Calgary. From the period from 1963, when Fairview College first offered technical training to apprentices, through to 1979 the following public colleges offered apprenticeship technical training: Fairview, Keyano, Lakeland, Lethbridge, Medicine Hat and Olds. As well over this period the number of Regional Apprenticeship Offices increased to nine.

The Manpower Development Act (1976) called for the establishment of the Alberta Apprenticeship and Trade Certification Board while consolidating the powers of three other Acts under one Act. This Act repealed the Tradesmen's Qualification Act (1936), the Welding Act (1941) and the Apprenticeship Act (1944).

Total attendance figures for the period from 1960 to 1980 show large increases in the number of apprentices served by the system. In 1960 there was only one institute, the Provincial Institute of Technology and Art, that offered technical training for apprentices. Of the 4,777 apprentices registered in 1960, 3,766 attended that institute for technical training. In 1965 there were technical training classes offered to 4,840 apprentices at Fairview College, Lethbridge College, the Northern Alberta Institute of Technology (NAIT) and the Southern Alberta Institute of Technology (SAIT). There were 6,055 apprentices registered in 1965.

The figures for 1970 show that school attendance had nearly doubled to 8,888 apprentices, from a total of 9,243 apprentices registered in Alberta. These apprentices were offered technical training at the same four facilities that were utilized in 1965. By 1975 two additional colleges, Keyano

College and Olds College, were also offering technical training to apprentices. There were 10,745 apprentices attending six schools for training out of 13,303 apprentices registered with the Apprenticeship Branch. By 1980, Lakeland College, Medicine Hat College, and Red Deer College were added to list of six institutions that offered technical training to apprentices. This also marked the first year that employers offered the technical training component to apprentices, training 207 in 1980. In that year the institutions trained 18,592 apprentices for a total of 18,799 of 25,699 apprentices registered. As the number of apprentices increased so did the numbers that withdrew from Apprenticeship Contracts by cancelling their contracts. While the number of registered apprentices increased by almost five times from 4,777 to 22,525 from 1960 to 1979, the number of contracts that were cancelled doubled from 1,070 to 2,385 over the same period. A breakdown of the cancellations from Apprenticeship was as follows: 50% cancel before they attend their first technical training period; 25% transfer to another trade and 25% left the skilled trades for a variety of reasons.

Prior to 1960 there were 19 trades designated under the Apprenticeship Act (1944). The number of designated trades increased to 36 from 1960 to 1979, an increase of 89%.

Over the same time period Alberta's participation in the Red Seal Program increased significantly, from 1 apprenticeable trade prior to 1960 to 19 trades in 1979.

CHAPTER VI

THE PERIOD 1980 TO JUNE 1990

INTRODUCTION

The content of Chapter V continued to examine the process of evolution of apprenticeship training in Alberta, with emphasis on the technical training portion, during the period 1960 to the end of 1979. This examination included research into the enactments, both at the federal and provincial level, dealing with skill training through apprenticeship in Alberta. Supplementary to the data included in the enactments, research was conducted into the background of these bills through the debates pertaining to their passage. In addition, persons knowledgable about the various programs were interviewed and the results of these interviews were integrated into the contents of that chapter. The enrolment statistics for the institutions involved with technical training were examined. Chapter VI continues with research into the development of apprenticeship training from the period of 1980 to June 1990.

APPRENTICESHIPS CONTINUOUS GROWTH / DEPARTMENT OF ADVANCED EDUCATION AND MANPOWER

The Annual Report of the Apprenticeship and Trade Certification Branch for 1980 shows the continuous growth of apprenticeship training in the province. Apprenticeship statistics in the Annual Report show the number of registered apprentices in the Alberta increased to 25,699 from 22,525. This represents an increase of 14% in the total number of registrations. There were 10,453 new apprentices registered. There were 3,023 contracts cancelled. Of the total number of apprentices registered in Alberta, 18,592 attended a non-university post-secondary institution to receive their technical training that year. In addition to that figure, 207 apprentices had received their technical training through their employers under agreement with Apprenticeship and Trade Certification. NAIT and SAIT provided training facilities for 10,236 and 6,516 apprentices respectively. The remaining apprentices attended the following public colleges for technical training: Fairview, 380; Keyano College, 245; Lakeland College, 417; Lethbridge College, 588; Medicine Hat College, 81; Olds College, 56; and Red Deer College, 73 (Annual Report, Apprenticeship and Trade Certification Branch, 1980, pp. 2-6).

Beginning with the 1980 -1981 school year, the Department of Career Development and Employment removed the trade of Heavy Equipment Operator as a technical training instructional program from NAIT's offerings of technical training programs. This reduced the number of apprenticeship courses at that institution to 30. During this period Career Development and Employment added technical training in Cabinet Making to the 20 courses offered at SAIT to bring the total number of technical training courses to 21.

The Apprenticeship and Trade Certification Branch Annual Report for 1981 shows that number of apprentices in Alberta continued to climb and reached an all time high of 28,157 during this reporting year. There was, however, a decrease in the number of new apprentices registered when the number dropped to 9,502 for the year. As well the number of Apprenticeship Contracts that were cancelled decreased to 2,851. Of the total number of registered apprentices in the province, 20,663 attended formal technical training sessions during 1981. (pp. 2-6)

In total apprenticeship statistics show in the period of the Department's 1981-1982 reporting year, there were 9,887 Journeyman Certificates issued. Of this figure 4,360 persons received Certificates of Completion of Apprenticeship[41] (Annual Report, Alberta Advanced Education and Manpower, 1981-1982, p. 14). In 1981 10,497 apprentices were assigned to NAIT to receive technical training in 30 programs, while SAIT received 7,260 apprentices in 22 programs including the new offering of Power Lineman Electrician. Fairview College offered technical training to 430 apprentices; Keyano College, 255; Lakeland College, 451; Lethbridge College, 577; Medicine Hat College, 136; Olds College 96; and Red Deer College, 438

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[41] This certification indicates completion of training by an apprentice in a trade where the apprenticeship period or its equivalent is required for an individual to practice that trade as a journeyman.

(Annual Report, Apprenticeship and Trade Certification Branch, 1981, pp. 2-6).

During this reporting period the Department of Advanced Education and Manpower approved a number of new technical training programs to be offered at participating institutions. Fairview College received approval to provide the third and fourth years of the Heavy Duty Mechanic apprenticeship technical training as well as other existing programs that were currently being taught by personnel of that institution. Keyano College expanded its course offerings when it was granted permission to add third and fourth year technical training for Electrician, Motor Mechanic and Heavy Duty Mechanic as well as adding fourth year technical training for Millwright apprentices. Lakeland College was allowed to add years 1 to 3 for Electrician and the complete program of 4 years for Plumber. Medicine Hat College received permission to offer the full 4 years of technical training for Motor Mechanic apprentices. Red Deer College received permission to offer third and fourth year apprenticeship training in the following areas in 1981-1982: Carpenter, Electrician, Heavy Duty Mechanic, Motor Mechanic, Plumber and Sheet Metal Mechanic. SAIT obtained clearance to expand their offerings by adding full training, four years, for Communications Electrician and Instrument Mechanic, and years 1 to 3 for Transport Refrigeration Mechanic apprentices (Annual Report, Alberta Advanced Education and Manpower, 1981-1982, p. 21). The trade of Sprinkler Systems Installer was designated as a Red Seal Trade in 1982.

In 1981 the Apprenticeship and Trade Certification Branch established a Special Field Unit, based in Edmonton, to address the training needs of native, handicapped and incarcerated people to facilitate the entry of diverse populations into apprenticeship training programs (Bilateral Study, 1987, p. 3.15). Later this Special Field Unit was renamed Programs For The Disadvantaged when its operation was reassessed, its objectives redefined and its priorities broadened (Bilateral Study, 1987, p. 3.15). Jim Johnston, a long time apprenticeship officer, who had been seconded to Indian Affairs in 1980, stated: "The system was not servicing these people well and there had to be a better way to deliver the advantages of apprenticeship to these groups" (Personal interview, Aug. 27, 1989). Mr. Johnston believed that the attention focused on the lack of delivery to the native groups during that year led to the establishment of this field unit.

That Special Field Unit was completely established during the 1984 - 1985 fiscal year and operated out of Edmonton under the auspices of Field Services of the Apprenticeship and Trade Certification Division. This Unit had province-wide responsibility for providing apprenticeship and trade services for Native, Metis, handicapped and incarcerated individuals (Annual Report Alberta Manpower 1984-1985, 1985, p. 19).

A year later this Unit was renamed Programs for the Disadvantaged and was given the responsibility for identifying, developing and coordinating programs for the training and certification of disadvantaged persons in designated trades. A disadvantaged person, for the purpose of this program, was: "any person who, through financial circumstances or geographic residential location, is unable to gain employment as an apprentice or certification as a journeymen in the work place; the incarcerated; parolees; and the disabled" (Annual Report Alberta Manpower 1985-1986, p. 17).

During the fiscal year 1987 - 1988 the Programs for the Disadvantaged Branch was restructured and renamed the Access Initiatives Branch. (Annual Report Alberta Career Development and Employment 1987-1988, 1988, p. 20) This newly formed Branch was given the expanded mandate "to also address barriers external to the apprenticeship system which prevent the full participation of women, the disabled, Natives, visible minorities and immigrants in the trades" (Annual Report Alberta Career Development and Employment 1987-1988, p. 18).

The National Training Act (1982) was enacted to replace the Adult Occupational Training Act (1972) as federal legislation which carried responsibility for the payment of apprentices during their technical training. This change had little impact on the operation of apprenticeship training in Alberta but did alter the procedure for payment of apprentices who were attending technical training sessions at non-university post secondary educational institutions.

In 1982 the total number of registered apprentices decreased slightly to 27,953 from 28,157. However the number of apprentices attending school increased to 21,975. Statistics show the number of new apprentices registered in the province dropped to 7623, a decrease of 19.7% from the previous year. This reduction in the level of interest by individuals wanting to pursue an apprenticeship may be partly attributed to the effect of the recession that occurred in Alberta starting in 1981. For the second year the number of contract cancellations deceased, falling to 2,737 in 1982. The number of Completion of Apprenticeship Certificates increased to 5,184 and the number of Journeyman Certificates awarded increased to 13,338. NAIT provided technical training to 10,585 apprentices registered in 30 trade areas, while SAIT provided that training to 7,730 apprentices in 25 trades. NAIT's increased offering included a special class for Construction Electrician apprentices. SAIT's increase to 25 from 22 course offerings was attributed to the addition of technical training sessions for Gasfitter, Instrument Mechanic and Transport Refrigeration Mechanic apprentices. The public colleges that provided technical training to apprentices during the 1982 reporting year included: Fairview College, 489; Keyano College, 459; Lakeland College, 572; Medicine Hat College, 340; and Olds College, 124. The Industrial Division of the Red Deer College offered technical training to 682 apprentices. Lethbridge College handled 666 apprentices assigned there for technical training (Annual Report, Apprenticeship and Trade Certification Branch, 1982, pp. 2-10).

In accordance with the Program Coordination Policy of the Department of Advanced Education and Manpower the following institutions received permission from the Department to expand their technical training program offerings: Fairview College, Motorcycle Mechanic and fourth year Electrician; Keyano College, years 1 to 3 for Partsmen; Lakeland College, years 1 and 2 of Heavy Duty Mechanic and years 1 to 3 of Partsman; Olds College, Welding, Years 1 to 3; Red Deer College, Autobody, years 1 to 3 and SAIT, Gasfitter and Insulator trades, years 1 to 3 and Millwright years 2 to 4 (Annual Report, Alberta Advanced Education and Manpower, 1982-1983, p. 22).

WESTERRA INSTITUTE OF TECHNOLOGY

Planning for a third institute of technology began early in 1980 during a time when economic expansion was evident in the province. Both NAIT and SAIT were experiencing enormous enrolment pressures that pushed these institutions past their viable maximum enrolments and were running short of instructional space. To alleviate these problems the provincial government announced that a new trades and technical institute would be built.

Construction of the campus for Westerra Institute of Technology, located in Stony Plain, began on September 29, 1982, when the Honourable Mr. J. Horsman turned sod for the first building on the campus site (Annual Report, Department of Advanced Education and Manpower, 1982-1983, p. 8).

Westerra Institute of Technology was constructed at a cost of 12 million dollars and was intended to ease the enrolment strain on NAIT and SAIT for apprentices who required technical training. When Westerra Institute of Technology was built planners predicted that the enrolment would increase from 200 students in 1983 to 3500 in three years, but that growth did not occur. It was evident that lack of growth was a concern to the Deputy Minister of Advanced Education.

The first instructional building was completed by August, 1983 when the first class commenced in one technology (Wastewater Technician) and eight apprenticeship programs that were transferred from NAIT (Annual Report, Department of Advanced Education, 1982-1983, p. 55). Following a 1982 agreement between the two institutes, these trades were transferred: Boilermaker, Floorcovering Mechanic, Insulator, Roofer and Steamfitter-Pipefitter (Annual Report, Department of Advanced Education, 1982-1983, p. 54). The remaining trades would be transferred when Westerra had the capacity to accept them and the following conditions could be met: the programs' integrity, enrolment, funding and staffing would be maintained (Annual Report, Department of Advanced Education, 1982-1983, p. 54).

A letter dated February 26, 1987 from the Deputy Minister of Advanced Education, Henry Kolesar, to the President of Westerra Institute of Technology confirmed that the possible amalgamation of NAIT and Westerra was under consideration by the Department. This letter also outlined "possible changes to the Technical Institutions Act which would allow for the amalgamation or dissolution of boards of governors of Alberta technical institutions" (Laghi, Edmonton Journal, March 13, 1987, p. A-10). Following a meeting with the Board of Governors in March of 1987 the Minister of Advanced Education, Dave Russell, hinted at a merger of the two institutes as a way of cutting Westerra's annual budget of $5.5 million as an economic measure. By Ministerial Decree the Board of Governors was dissolved and was replaced by Dr. Andy Hendry[42] who was appointed on April 15, 1987 as Administrator of the Institute (Annual Report, Alberta Advanced Education, 1987-1988, p. 7). When the Board of Governors was dissolved the Minister of Advanced Education was quoted to have said, "At the present time, it (Westerra) [parentheses original] doesn't really require a full-time large board or a large administrative structure so we've found a way to get around that and still keep going what is happening here" (Lord, Edmonton Journal, April 18, 1987, p. A-4).

Approximately three years later, on February 1, 1990, the Advanced Education Minister, John Gogo, announced that NAIT would assume control of Westerra during the summer of 1990 (Boehm, Edmonton Journal, February 2, 1990, p. B-1). When the announcement was made the Minister made the claim that "the province will save $2.8 million a year by having one administration run both institutions" (Boehm, Edmonton Journal, February 2, 1990, p. B-1).

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[42] Dr. Andy Hendry also served in the Division of Operations of Advanced Education as Director of Private Vocational Schools.

To assist with the transition a steering committee consisting of the Deputy Minister of Advanced Education; the President of NAIT, Stan Souch; and the President of Westerra, Ted Langford was established. The major mandate of the Committee was for it to decide which programs would continue at the Westerra Campus and which may be re-transferred to the NAIT campus. Although Westerra was considered a satellite campus of NAIT, it continued to receive apprentices for technical training for the programs it was authorized to offer.

The structure of the Department of Advanced Education and Manpower continued from April 1975 to November 1982 when the Department of Manpower was established as a separate department. This Department was created as part of the provincial government's strategy to deal with changing economic conditions (Annual Report, Department of Advanced Education, 1982-1983, p. 3).

Following the general provincial election of November 2, 1982, Premier Peter Lougheed named the members of the Executive Council for the 20th Alberta Legislature. It was announced that the Department of Advanced Education and Manpower would be separated into two discrete departments, the Department of Advanced Education and the Department of Manpower. Administratively the official separation occurred on March 31, 1983, when an Order-in-Council was passed pursuant to the Public Service Administration Act which gave the respective

Ministers certain program responsibilities, budget allocations, and the transfer of certain positions (Annual Report, Department of Advanced Education and Manpower, 1982-1983, p. 3). The newly reorganized Department of Advanced Education would have the responsibility for negotiating space with the appropriate institutions for providing technical training to apprentices during their required periods of technical training. Alberta Manpower was given the responsibility for the registration and control of apprentices.

During 1983, there was a continued decline in the number of registered apprentices when that figure dropped to 24,188 from 27,953, a drop of 13.5% from the previous year's registration. Only 4,486 new apprentices were registered, a decrease of nearly 41.1% in one year. The number of Apprenticeship Contracts that were cancelled increased to 3,060. Of the total number of apprentices in Alberta, 20,547 attended school while 5,308 earned Completion of Apprenticeship Certificates and 17,500 received Permanent Journeyman Certificates[43] (Annual Report, Apprenticeship and Trade Certification Branch, 1983, pp. 2-10).

NAIT continued to provide service for the majority of apprentices during 1983 when it accepted 9,449 for technical training in 30 course offerings (Annual Report, Apprenticeship and Trade Certification Branch, 1983, p. 6). Under the terms of the 1982 Agreement with Westerra, NAIT transferred technical training for apprentices in these trades: Floorcovering, Insulator and Roofer to the Westerra Institute of Technology at Stony Plain. As a result of declining registrations by Electrician and Heavy Duty Mechanic apprentices, the technical training programs for these two trades were discontinued at NAIT. Other programs that met the same fate of declining enrolments included Construction Electrician, Pipe Trades, Power Electrician, Steamfitter and Steel Fabricator (Alberta Advanced Education, 1983-1984, Statistical Report, p. 76). SAIT also experienced a decrease in enrolment, with 7,188 apprentices registered in 28 course offerings. The trade of Electrical Mechanic which was one of the apprenticeship course offerings at SAIT was more accurately renamed Electrical Rewind Mechanic by personnel of Apprenticeship and Trade Certification Division. SAIT also received permission to offer technical training for two additional trades: Insulator and Millwright. Public colleges that continued to offer technical training to apprentices were: Fairview College, 518; Keyano College, 497; Lakeland College, 459; Lethbridge College, 663; Medicine Hat College, 281; Olds College, 172; while Red Deer College received 738 apprentices (p. 160). For the first time the provincially administered institution at Grouard, Alberta Vocational Centre (AVC), offered technical training to a class of 10 apprentices (Annual Report, Apprenticeship and Trade Certification Division, 1983, pp. 2-6). The map of Alberta, found on page 232, shows the location of the institutions offering technical training to apprentices in 1983.

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[43] This figure includes Certificates to replace those issued by the Electrical Protection Branch of Alberta Labour.

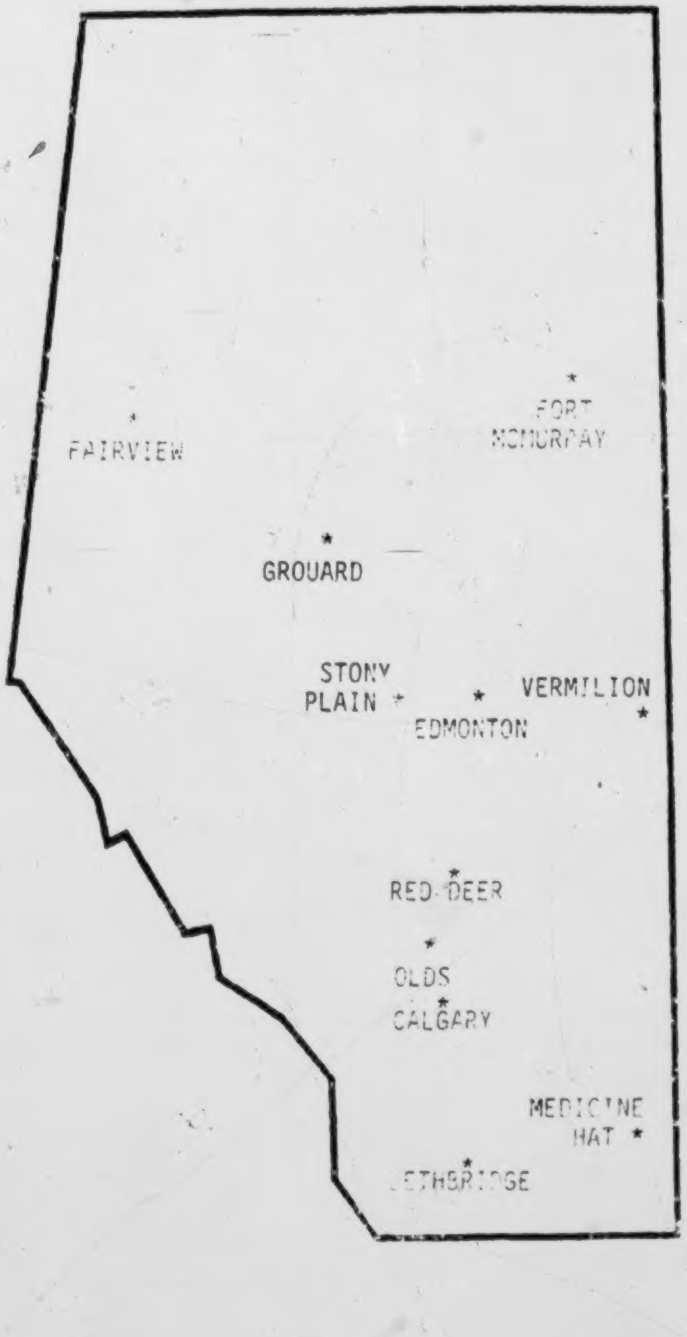
Westerra had its first intake of apprentices for technical training during 1983 with an enrolment of 470 apprentices (Annual Report, Apprenticeship and Trade Certification Division, 1983, p. 2). The programs offered included first to third year apprentice programs in Boilermaker, Floorcovering Mechanic, Insulator, Roofer, and Steel Fabricator. Electrician apprentices could attend Westerra for all four years of technical training. As well, Steamfitters/Pipefitters were given the same opportunity. Apprentices in the Printing and Graphic Arts trade could attend years one and two at Westerra (Alberta Advanced Education, 1983-1984, Statistical Report, p. 90). In addition there were 102 apprentices who received their technical training through their employers.

Watson's term of appointment as Director of the Apprenticeship and Trade Certification Division ended when he retired in April of 1984. Following Watson's retirement Mr. Donald W. Bell was appointed as Director of the Apprenticeship and Trade Certification Division. Mr. Bell received his apprenticeship training as a Blacksmith with Canadian National Railways, is a certificated as a journeyman Welder in Alberta, and holds a Bachelor and a Master of Education Degree from the University of Alberta. Prior to his appointment Mr. Bell held teaching and administrative positions at the public college level in the province.

In accordance with the Program Coordination Policy of the Department of Advanced Education, the following institutions

MAP 7

NON-UNIVERSITY POST SECONDARY INSTITUTIONS IN ALBERTA OFFERING TECHNICAL TRAINING TO APPRENTICES: 1983


FAIRVIEW
FORT MCMURRAY
GROUARD
STONY PLAIN
EDMONTON
VERMILION
RED DEER
OLDS
CALGARY
MEDICINE HAT
LETHBRIDGE

were authorized to expand their program offerings of technical training: NAIT, Power Systems Electrical apprenticeship, years 1 to 4; and Westerra Institute of Technology, Steel Fabricator apprenticeship, years 1 to 3, Electrical apprenticeship years 1 to 4, and Printing and Graphic Arts apprenticeship, years 1 to 4 (Annual Report, Alberta Advanced Education, 1983-1984, p. 14).

Statistics provided by the Apprenticeship and Trade Certification Division for 1984 show the number of registered apprentices in Alberta had declined to 19,976, the lowest enrolment in the 1980's. This was the first time since 1978 that registrations fell below 20,000 apprentices. This decrease can be partly attributed to the marked drop in construction and construction related activities in Alberta caused by the economic collapse in the province during the early 1980's. This could have been a contributing factor to the large number of contract cancellations, 3,438, the highest ever recorded. Over this reporting period the level of new apprentice registrations also showed a drop but not as extreme as in the previous two years. Only 4,268 new apprentices were registered. Of the 19,976 apprentices registered in Alberta 16,714 attended a technical training session. Of the 19,976 apprentices, 5,164 earned a Certificates of Completion of Apprenticeship and 10,287 workers received a Permanent Journeyman Certificate (Annual Report, Apprenticeship and Trade Certification Division, 1984, pp. 2-10).

NAIT served the technical training needs of 7,278 apprentices in 23 course offerings while SAIT received 5,067 apprentices in 28 course offerings. There was a reduction in the number of classes offered at NAIT because a number of these classes were transferred from that institute to Westerra. Neither institution had changed the courses that were offered from the previous year. Fairview College received 460 apprentices while Keyano College served 382. Lakeland College provided technical instruction for 346 apprentices with Lethbridge College instructing 499. Medicine Hat College served 250 apprentices during this time period with Olds College providing instruction for 112 apprentices. Red Deer College received 938 apprentices for technical instruction. In its second year of operation Westerra provided technical training to 1071 apprentices in the eight trade areas that were taught at this institute the preceding year while AVC Grouard provided technical training to 24 apprentices. Personnel of the Alberta Vocational Centre at Lac La Biche were granted permission to offer technical training and received 29 apprentices. Twenty-seven apprentices received their technical training from their employers (Annual Report, Apprenticeship and Trade Certification Division, 1984, p. 6). The locations of these institutions and centres that provided technical training to the 16,714 apprentices are shown on Map 8, page 238.

In its effort to decentralize the expansion of the technical training portion of apprenticeship Alberta Advanced

Education granted permission for the following institutions to offer these programs: Keyano College, Commercial Cooking, years 1 through 3; Lethbridge College, Agricultural Mechanics, second year; Olds College, Landscape Gardener, all four years; and SAIT, Recreational Vehicle Maintenance, years 1 and 2 (Annual Report, Alberta Advanced Education, 1984-1985, p. 15).

In 1984, Apprenticeship and Trade Certification offered the first Journeyman Updating courses in order to assist Alberta tradesmen in their efforts to keep abreast of changing technologies, materials and processes in their trade areas. The inaugural year of the program, 1984, saw 1145 Journeymen attend courses. This increased to 2,300 in 1985. Further increases were realized in 1986 and 1987 with 2,807 and 3,849 Journeymen, respectively, attending each year. The numbers declined in 1988 to 3,082, a drop of 767. There was a continued decline in enrolments in 1989 with only 2,164 Journeymen participating in the programs (Executive Director's Report on Apprenticeship and Trade Certification Programs for 1989, Chart 5, p. 28).

Included in the Annual Report of the Department of Manpower 1984-1985 (1985) is an organizational chart showing the organization of the Executive branches of the Department. This chart (page 237) shows the flow of responsibility through the department with respect to Apprenticeship and Trade Certification. According to the chart the Chairman of the Apprenticeship and Trade Certification Board reports directly

MAP 8

NON-UNIVERSITY POST-SECONDARY INSTITUTIONS OFFERING TECHNICAL TRAINING TO APPRENTICES: 1984

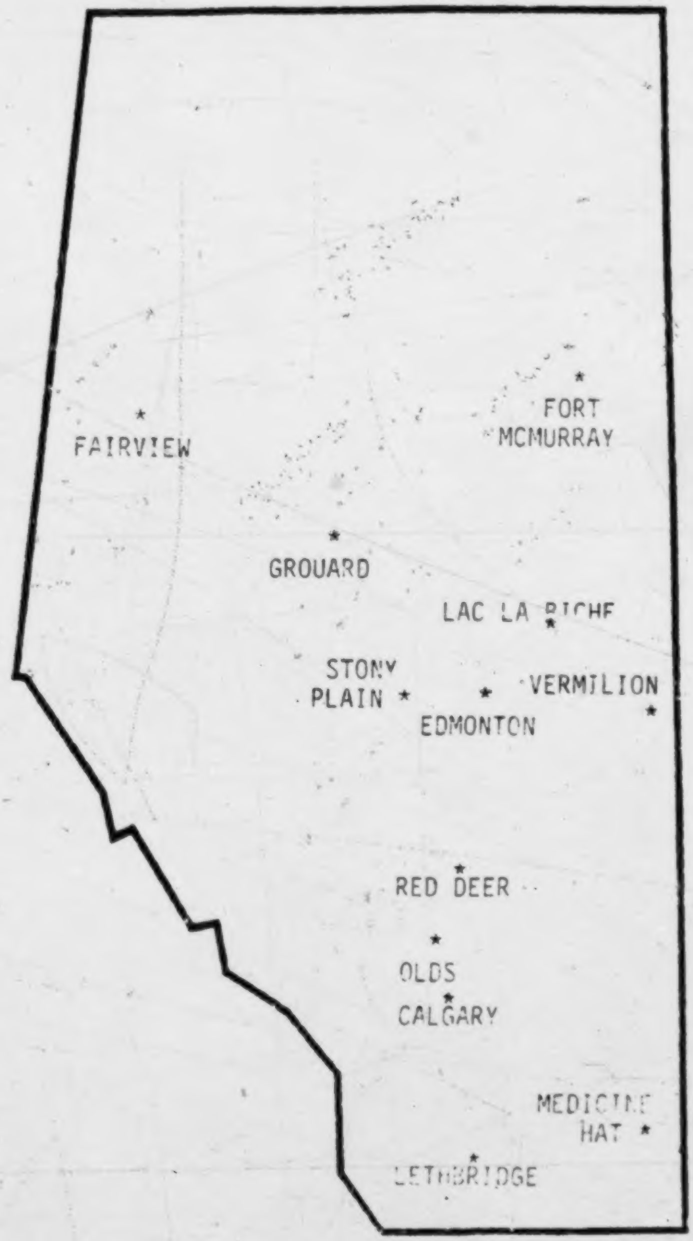
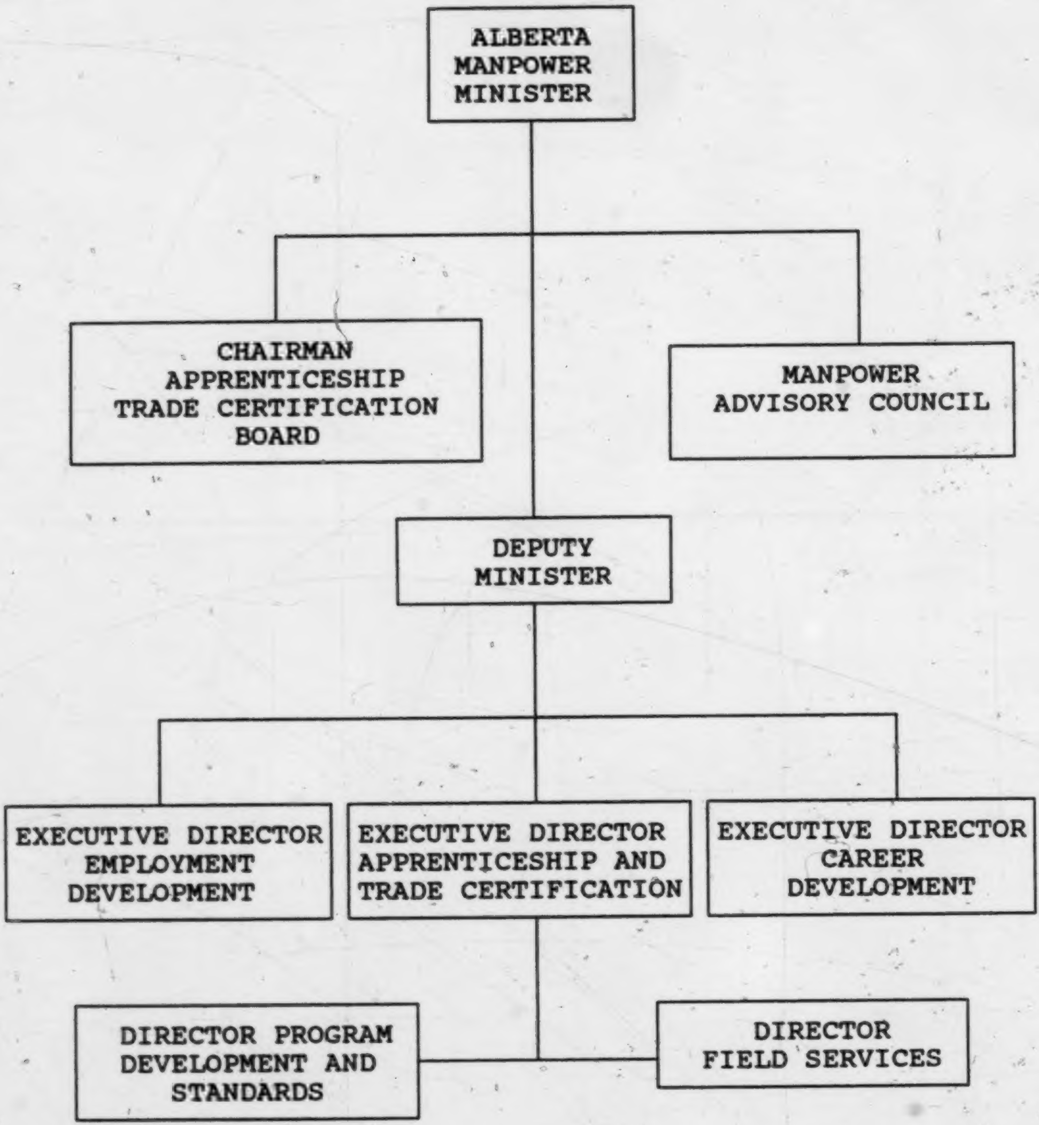

FORT MCMURRAY
FAIRVIEW
GROUARD
LAC LA BICHE
STONY PLAIN
EDMONTON
VERMILION
RED DEER
OLDS
CALGARY
MEDICINE HAT
LETHBRIDGE

CHART 4

__Organization Chart for the Department of Manpower Showing Responsibility for Apprenticeship Training__


ALBERTA MANPOWER MINISTER
CHAIRMAN APPRENTICESHIP TRADE CERTIFICATION BOARD
MANPOWER ADVISORY COUNCIL
DEPUTY MINISTER
EXECUTIVE DIRECTOR EMPLOYMENT DEVELOPMENT
EXECUTIVE DIRECTOR APPRENTICESHIP AND TRADE CERTIFICATION
EXECUTIVE DIRECTOR CAREER DEVELOPMENT
DIRECTOR PROGRAM DEVELOPMENT AND STANDARDS
DIRECTOR FIELD SERVICES

Taken From: __1984-1985 Annual Report of the Department of Manpower__, p. 6.

to the Minister on the same level as the Manpower Advisory Council. The Executive Director of Apprenticeship and Trade Certification reports to the Deputy Minister who, in turn, is responsible to the Minister. The Executive Director occupies a parallel position to the Executive Director of Employment Development and the Executive Director of Career Development. Under the Executive Director of Apprenticeship and Trade Certification were the Director of Program Development and Standards and the Director of Field Services. These positions are on parallel planes.

The major responsibility of the Executive Director or Apprenticeship Certification Division is to monitor and maintain an efficient and well-organized apprenticeship program that meets the needs of the various stakeholders - employers and employees. This Division was organized into two sections: Program Development and Standards and Field Services, each functioning under a Director. The former section develops, implements, and monitors programs, schedules and examinations through interaction with Provincial Apprenticeship Committees, institute representatives, inter-departmental and intra-departmental committees responsible for designing, coordinating monitoring or improving programs. These activities are assigned to one of three units that form this section of the Division.

The Program Development Unit has the responsibility to develop and maintain the relevancy of apprenticeship training programs and maintaining acceptable standards for designated trades. This is accomplished through consultation with apprenticeship committees for each trade. In addition, personnel of this Unit approve accreditation for technical training programs offered by institutes and public colleges in the province as well as cooperating with other provinces and territories to prepare and analyze examinations for the Inter-Provincial Standards Program (Red Seal) (Annual Report 1984 - 1985, Department of Manpower, p. 18).

Another Unit of the Program Development Standards Section is Institute Services which performs the function of a registrar which estimates, on an annual basis, apprenticeship training requirements. These estimates are used to determine the training space required for technical training at the institutes and public colleges.

Trade Certification is the third Unit of the Program Development and Standards Section. This Unit is responsible for finalizing journeyman examinations, approving inter-provincial applications, issuing replacement or exchange certificates, maintaining examination inventories, marking and administering examinations on a province wide basis.

Field Services of the Apprenticeship and Trade Certification Division operates under guidelines set forth by The Manpower Development Act, as well as the general regulations and trade regulations that pertain to apprenticeship training and the certification of workers engaged in designated trades. Within this Unit there are field consultants who visit job and other sites to counsel both the employer and the employees regarding designated trades, journeyman certification and apprenticeship training. Field Consultants also have the responsibility to apply and enforce relative parts and sections of the Act and trade regulations while maintaining appropriate public relations (Annual Report 1984 - 1985, Department of Manpower, p. 19).

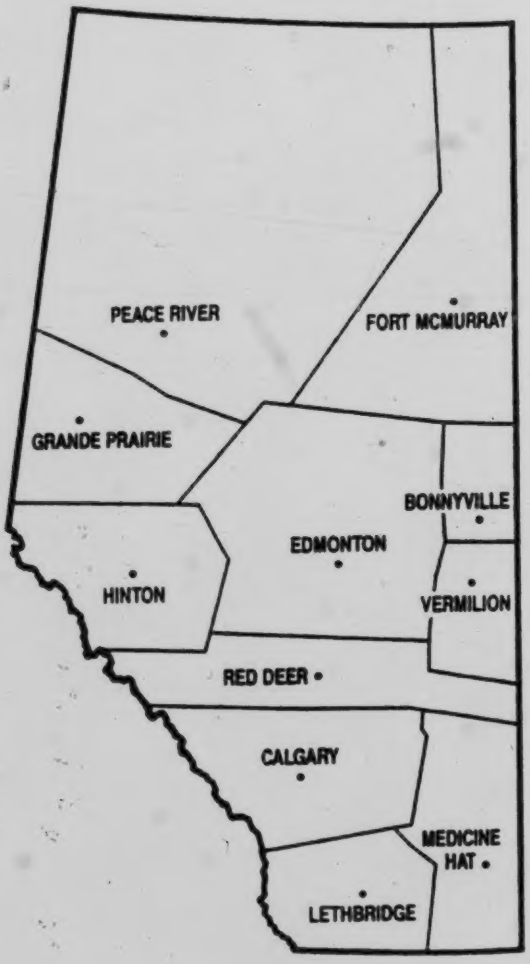
Within the Edmonton office there is a Special Field Unit, Access Initiatives, attached to Field Services which had province-wide responsibilities to provide apprenticeship and trade services for women, Natives, Metis, handicapped and incarcerated individuals.

The Apprenticeship and Trade Certification Division continued to carry out requisite examinations of apprentices and those eligible to write the Journeyman Examination, approving interprovincial applications, issuing Journeyman Certificates as well as maintaining the records of registered apprentices and certified journeymen. "Financial arrangements for technical training and payment of training allowances were made under the provisions of the Federal/Provincial Agreement under the National Training Act (1982)" (Annual Report 1984 - 1985, Department of Manpower , p. 18).

To provide service to a greater number of Albertans involved in the apprenticeship system, apprenticeship staff operated from Manpower Divisional Offices in the eleven centres shown on Map 9, page 242.

MAP 9

REGIONAL OFFICES OF APPRENTICESHIP AND TRADE CERTIFICATION: 1984


PEACE RIVER
FORT MCMURRAY
GRANDE PRAIRIE
BONNYVILLE
EDMONTON
HINTON
VERMILION
RED DEER
CALGARY
MEDICINE HAT
LETHBRIDGE

Taken from: Annual Report 1984-1985, Department of Manpower, p. 19.

APPRENTICESHIP, TRAINING AND CERTIFICATION ACT[44]

(1985) (Provincial)

Personnel of Apprenticeship and Trade Certification initiated a review of The Manpower Development Act in 1984. The objective of that review was to focus on removing administrative details from the Act and to clarify the intent of the Act. By clarifying the intent of The Manpower Development Act in new legislation, any perceived ambiguities in the concept of compulsory apprenticeship and the enforcement aspect of the Act could be eliminated. Don Bell, Executive Director, Apprenticeship and Trade Certification Board, stated: "The intent [of the proposed Apprenticeship Training and Certification Act] was to cover three areas, that is to simplify, to clarify, and to reduce the administrative structure and detail of the existing [three pieces of] legislation." (Personal interview, January 4, 1991) This review resulted with the introduction of Bill 35, Apprenticeship, Training and Certification Bill into the Legislative Assembly.

The foundation of the Apprenticeship, Training and Certification Bill (1985) was in The Manpower Development Act (1976). Sections of The Manpower Development Act were transcribed to the latter Act. One of the most dramatic differences between these two Acts was the attempt to allow the public representatives on the Apprenticeship Board the right to vote. Bill 35 survived debate in the legislature to pass Third Reading and received Royal Assent in 1985, but was never proclaimed.

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[44] This Act was never proclaimed. It is included in this analysis because it was granted Royal Assent and contains sections that pertain to the Minister's Review released in 1988.

Before the Bill could be proclaimed, submissions were received by Apprenticeship and Trade Certification from a number of representatives from industry, and members of Local Apprenticeship Committees who received requests at a local level to provide input toward Bill 35. It was evident that there was a consensus among these submissions that the legislation should be reviewed prior to its being proclaimed. One area of concern was the proposed change of responsibility for accreditation from the Provincial Apprenticeship Committees to the Board. The reasoning was that accreditation was a policy decision and the Board is responsible for policy generation (Personal interview, D. Bell, Executive Director, Apprenticeship and Trade Certification Board, January 4, 1991).

In the process of introducing Bill 35 for first reading, the Minister of Manpower, E. D. Isley (Progressive Conservative) stated the intent of this Bill was to streamline the legislation regarding skill training through apprenticeship by separating the legislation dealing with apprenticeship from that pertaining to manpower concerns embodied in The Manpower Development Act (1976), (Hansard, 1985, Vol. I, pp. 319-320).

In introducing the Bill for second reading, Isley clarified his position on the legislation. Isley maintained that the intent of this Bill was to replace The Manpower

Development Act (1976), creating an Act having jurisdiction over apprenticeship matters only. The remainder of the items covered by the original Act would be contained under The Manpower Department Act. Goals for the Act would include clarification of legislation through simplification of the responsible enactment. Trade designations and regulations would remain as they were evolved and existed under The Manpower Development Act (1976), (Hansard, 1985, Vol II, p. 1091). In Hansard (1985) Isley is quoted as saying:

> Duties, roles and relationships of the apprenticeship committees, the board, and the department have been clarified but with a view to maintaining the grass-roots philosophy that now exists. Input [into apprenticeship training programs] still originates at the local level to the local apprenticeship committees so that policy is formulated on the basis of the reality of the work place and the job site. (Hansard 1985, Vol II, p. 1091)

Opposition member A.J Gurnett (New Democratic Party, NDP) expressed the concerns of his party when he commented in the House that "One of my first concerns about this Bill relates to the fact that there doesn't seem to have been any consultation involved in the preparation of it" (Hansard 1985, Vol II, p. 1091). Gurnett indicated that his party had received many letters expressing concern for that problem from journeymen and employer and employee groups. He attempted to amend the Bill in order to remove it from the floor until it had been thoroughly discussed throughout the industries involved. The Speaker of the House ruled that an amendment such as the one proposed at the time of second reading was not consistent with the rules of the House. The amendment was therefore disallowed. Gurnett aired another concern dealing with possible formation of a sub-journeyman qualification under the new legislation (Hansard 1985, Vol. II, pp. 1091-1092). R. Martin (NDP) gave his support to the possible problems listed by Gurnett and called for more consultation with involved provincial groups (Hansard 1985, Vol. II, p. 1092).

A more contentious item was the addition of voting rights for the members of the Apprenticeship Board who represented the general public. Under The Manpower Development Act (1976) and before, those members were articulate in debate but could not vote on matters brought before the Board. This restriction had been put in place to prevent uninformed members of the Board who represented the public from influencing apprenticeship policies and decisions. In drafting the new legislation Isley explained the public had a need for direct active input as well as the right to that input because apprenticeship training was supported through the tax base (Hansard, 1985, Vol. II, pp. 1091-1092).

During debate of the Committee of the Whole, Gurnett criticized the fine structure to violations of the Act. After reading the Act Gurnett interpreted the fines for allowing unqualified workers who performed jobs under designated trades to be less than what had existed under The Manpower Development Act (1976). Isley, in closing debate and in answer to Gurnett's concerns, pointed out that the fine structure under the Bill was per day not per occurrence. Isley summed up by reiterating that this was basically a Bill designed to perform a house keeping task on a longer more complex piece of legislation (Hansard, 1985, Vol. II, pp. 1317-1318). The Bill passed through the legislature and received Royal Assent June 5, 1985, but was never proclaimed (Hansard, 1985, Vol. II, p. 1349).

One of the major criticisms of the Apprenticeship, Training and Certification Act was the lack of public input in the drafting of the provisions of the Act. This Act must repealed by the Legislative Assembly before it can be removed from the statutes.

As a result of the Apprenticeship, Training and Certification Act not being proclaimed, the Apprenticeship and Industry Training Review Committee was established in 1987 to provide a public forum for the development of new legislative initiatives.

Statistics from the Apprenticeship and Trade Certification Division (1985) show the public colleges continued to increase their share of the technical training portion of apprenticeship training. This is evident from a comparison of 1984 statistics which show that the public colleges provided 19.6% of the training while in 1985 they provided 22.1% of apprenticeship technical training.

NAIT provided that type of training to 5,611 apprentices in 23 trade areas while SAIT received 3,752 apprentices in 28 trades. Fairview College provided training for 396 apprentices, Keyano College served 397. Lakeland College received 399 trainees while Lethbridge College received 430. Medicine Hat College served 195 apprentices with Olds College serving 171. Red Deer College received 789 apprentices in this time period. Westerra provided training for 866 apprentices in 8 trade areas. Employers were responsible for the training of 46 apprentices. Alberta Vocational Centres at Grouard and Lac La Biche each received 25 apprentices. During this calender year Delmar Beauty School began offering technical training to 34 apprentices Beauticians and Marvel offered a similar program to 44 apprentices. Both of these schools are private vocational schools registered under the _Private Vocational Schools Act_ which is administered under the Operations Division of Alberta Advanced Education. There were 2,770 Apprenticeship Contract cancellations (_Annual Report, Apprenticeship and Trade Certification Division_, 1985, pp. 2-6).

Apprenticeship registrations in Alberta continued to decline in 1985 with the total of 19,017 apprentices registered and 13,020 who were attending school for technical training. The discrepancy between these two figures might have been an indication that many apprentices and employers were choosing to forego some of the technical training sessions in order to avoid lost man hours while the apprentice attended school. Possible other explanations for this discrepancy could be: apprentices wanted additional time in the trade before attempting technical training; apprentices registered in private vocational schools do not attend outside training;

apprentices who have completed two year technical programs are not required to attend further technical training.

Data in Table 18 represent the numbers of apprentices who were registered in Alberta from 1980 to 1985 as well as the numbers of apprentices who were registered for technical training sessions in that time period. Also in these data are the numbers of Apprenticeship Contracts that were cancelled.

TABLE 18

Numbers of Apprentices Registered In Alberta:
Contract Cancellations: 1980 - 1985: Year

APPRENTICES REGISTERED	APPRENTICES IN SCHOOL	CONTRACT CANCELLATIONS	YEAR
25699	18799	3023	1980
28157	20663	2851	1981
27953	21873	2737	1982
24188	20468	3060	1983
19976	16714	3438	1984
19017	13020	2770	1985

Over the six years from 1980 to 1985, the number of participants in the training of apprentices grew. Delmar and Marvel Beauty Schools, private vocational schools, were granted the right to train apprentices to become Beauticians. In 1985 these two schools registered a total of 78 apprentices. In that same year a total of 50 apprentices attended technical training at an AVC in Alberta. As well, employers such as R. Angus were given permission to train their own apprentices. These data are represented graphically in Table 19 on page 251.

During this period more apprentices were attending technical training sessions outside of the three institutes of technology. These apprentices attended private schools or public colleges or were trained by their employers. These data are represented graphically in Graph 4, page 252.

In this time frame, 1980 to 1985, one trade was added to the list of trades designated to be under the Interprovincial Standards Program (Red Seal). That trade was Sprinkler Systems Installer. This information is included in Table 20 page 253, which show the 20 trades that were designated Red Seal and their year of designation.

There was an upward trend in the number of new apprentices who registered with the Division in 1986, 6,318. Certificates showing Completion of Apprenticeship were issued to 4,655 graduating apprentices with 8,448 Permanent Journeyman Certificates being issued. There were 2,300 journeymen who attended Journeymen Updating Courses in their attempts to stay current with the evolving technology related to their trades. Journeyman Updating was also offered to more fully utilize training space and instructors to prevent the loss of those instructors and spaces due to closure.

TABLE 19

Apprentices Registered For Technical Training

By Institution 1980 - 1985

INSTITUTION	YEAR					
	1980	1981	1982	1983	1984	1985
AVC'S[52]	--	--	--	10	53	50
DELMAR BEAUTY SCHOOL	--	--	--	--	--	34
FAIRVIEW COLLEGE	380	430	489	518	472	463
KEYANO COLLEGE	245	255	459	497	402	508
LAKELAND COLLEGE	417	451	572	459	407	592
LETHBRIDGE COLLEGE	588	577	666	663	515	582
MARVEL BEAUTY SCHOOL	--	--	--	--	--	44
MEDICINE HAT COLLEGE	81	136	340	281	250	231
NAIT	10236	10497	10585	9449	7923	6804
OLDS COLLEGE	56	96	124	172	112	171
RED DEER COLLEGE	73	438	682	738	998	869
SAIT	6516	7260	7730	7188	5630	4413
WESTERRA	--	--	--	470	1071	866
EMPLOYER TRAINED	207	523	328	102	27	46

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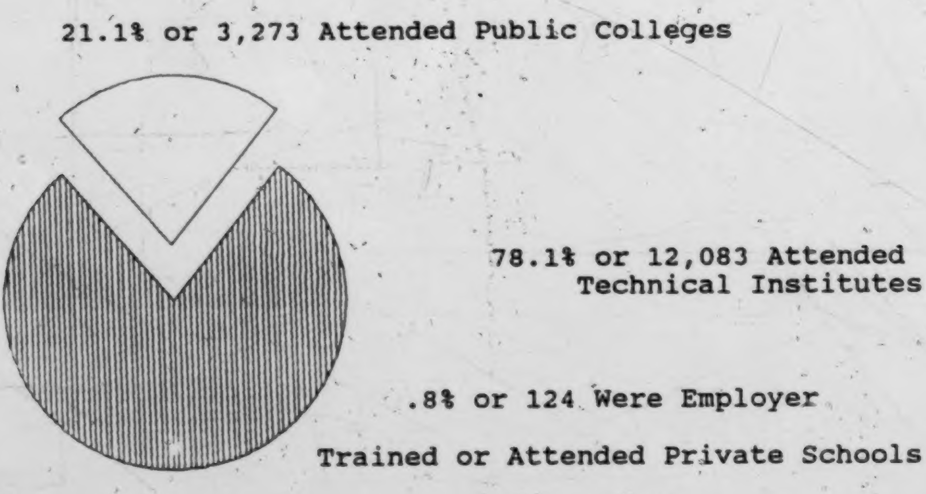
[52] Because of the low numbers involved, the numbers of apprentices who attended the AVC's have been aggregated.

GRAPH 4

PERCENT OF APPRENTICES ATTENDING TECHNICAL TRAINING BY TYPE OF INSTITUTION: 1985



Total 15,480 Apprentices

Only one new program was approved under the Program Coordination Policy of Advanced Education in the 1985-1986 period. The first two years of the Cement Finisher program received approval to be taught at Red Deer College. However there were a number of short term pre-employment programs in apprenticeable trades that were approved. A short term program, in this instance, may be one to two years in duration (Annual Report, Alberta Advanced Education, 1985-1986, pp. 14-15). It is possible that these pre-employment programs were brought into existence for these reasons: to increase the number of enrolees who might find the interest to pursue an

TABLE 20

Trades in Alberta Recognized by the Red Seal Program: 1985

	TRADE	YEAR
1.	Motor Mechanic	1959
2.	Plumber	1961
3.	Carpenter	1961
4.	Sheet Metal Mechanic	1962
5.	Electrician	1962
6.	Heavy Duty Mechanic	1963
7.	Auto Body Mechanic	1964
8.	Electronic Technician	1965
9.	Refrigeration Mechanic	1965
10.	Bricklayer	1967
11.	Millwright	1967
12.	Machinist	1967
13.	Steamfitter-Pipefitter	1967
14.	Painter and Decorator	1972
15.	Cook	1972
16.	Instrument Mechanic	1976
17.	Boilermaker	1979
18.	Power Lineman	1979
19.	Welder	1979
20.	Sprinkler Systems Installer	1982

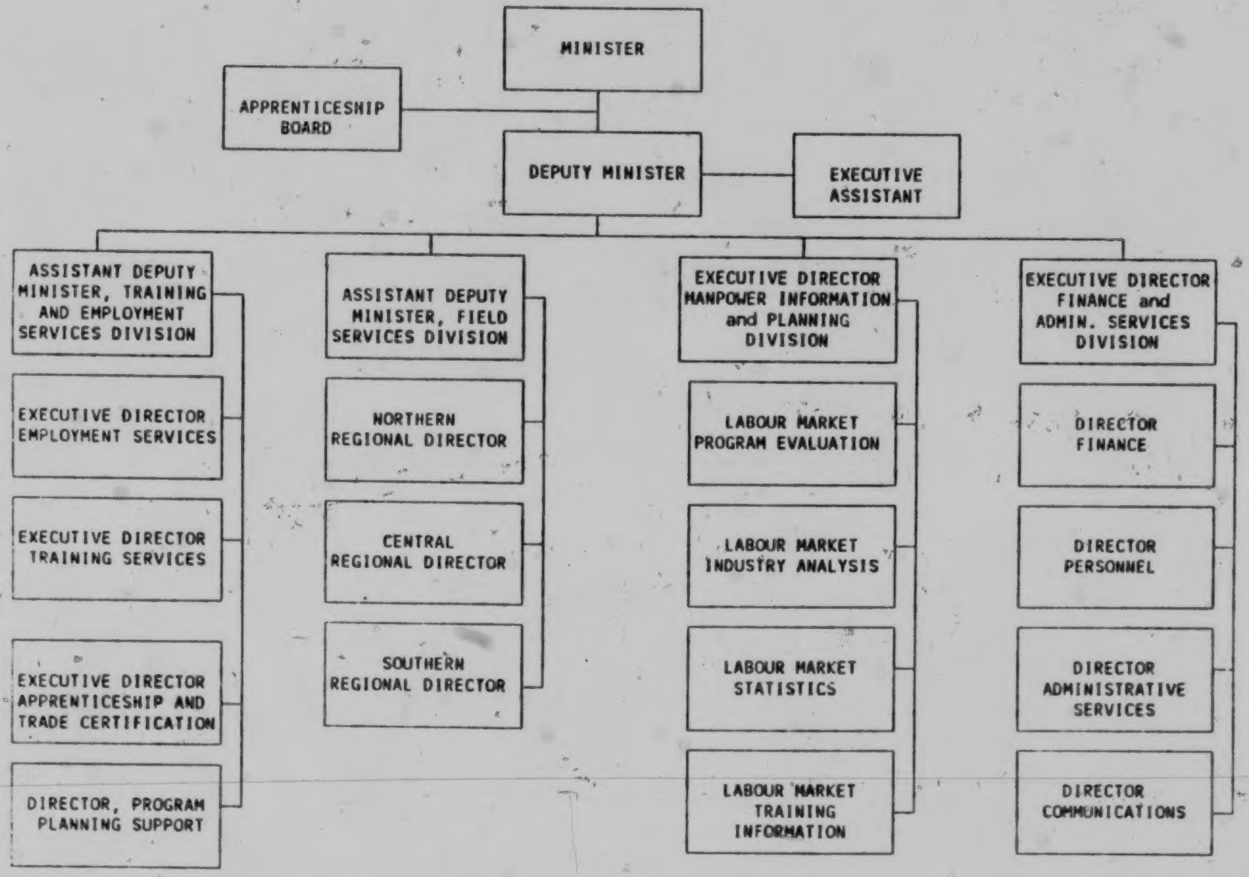
apprenticeship after completing the course; to provide those enroled in the course with the skills, at all three levels, required for a certain trade; or as a means of preventing the down-sizing of staff to prevent them from leaving the institution for industry. The latter reason would allow the institutes and colleges to retain their training capacity through the recession.

On September 12, 1986 Apprenticeship and Trade Certification was transferred from Alberta Manpower to Alberta Career Development and Employment. In concert with the name change, the Department underwent a major reorganization during the 1985 - 1986 fiscal year. The latter department was formed in 1983 when the Department of Career Development and Employment Act became part of the statutes of Alberta. This department was to be presided over by the Minister of Career Development and Employment, a member of cabinet of the party in power. The Honourable K. Kowalski was appointed as the first minister of this newly formed department.

In addition to establishing a common supervisory structure the decision was made to regionalize Alberta's manpower organization. This reorganization involved an extensive internal shuffling of the department to realign its functions under four new divisions: Training and Employment Services; Field Services; Manpower Information and Planning; and Finance and Administrative Services. With the reorganization, new regional offices were established in Edmonton, Calgary and Peace River to coordinate all delivery functions of Alberta Career Development and Employment in the field. The organizational chart for Alberta Career Development and Employment can be found in Chart 5, page 255.

From an analysis of the chart it becomes clear that an additional administrative layer was positioned between the Executive Director, Apprenticeship and Trade Certification, and the Deputy Minister. Under the new administrative structure the Executive Director must first report to the Assistant Deputy Minister rather than directly to the Deputy Minister.

ORGANIZATIONAL CHART - ALBERTA CAREER DEVELOPMENT AND EMPLOYMENT: 1985/86


MINISTER
APPRENTICESHIP BOARD
DEPUTY MINISTER
EXECUTIVE ASSISTANT
ASSISTANT DEPUTY MINISTER, TRAINING AND EMPLOYMENT SERVICES DIVISION
EXECUTIVE DIRECTOR EMPLOYMENT SERVICES
EXECUTIVE DIRECTOR TRAINING SERVICES
EXECUTIVE DIRECTOR APPRENTICESHIP AND TRADE CERTIFICATION
DIRECTOR, PROGRAM PLANNING SUPPORT
ASSISTANT DEPUTY MINISTER, FIELD SERVICES DIVISION
NORTHERN REGIONAL DIRECTOR
CENTRAL REGIONAL DIRECTOR
SOUTHERN REGIONAL DIRECTOR
EXECUTIVE DIRECTOR MANPOWER INFORMATION and PLANNING DIVISION
LABOUR MARKET PROGRAM EVALUATION
LABOUR MARKET INDUSTRY ANALYSIS
LABOUR MARKET STATISTICS
LABOUR MARKET TRAINING INFORMATION
EXECUTIVE DIRECTOR FINANCE and ADMIN. SERVICES DIVISION
DIRECTOR FINANCE
DIRECTOR PERSONNEL
DIRECTOR ADMINISTRATIVE SERVICES
DIRECTOR COMMUNICATIONS

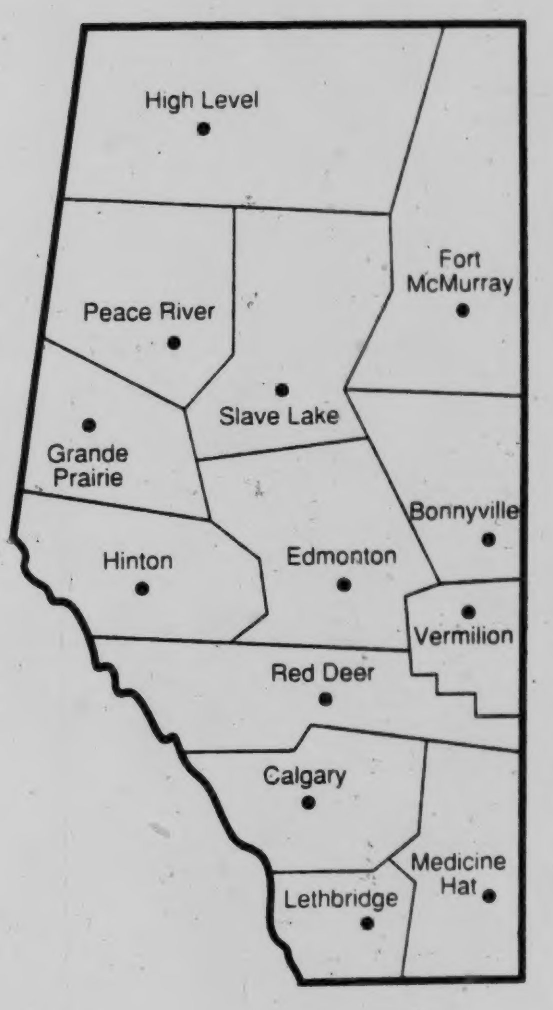
In May 1985, Apprenticeship and Trade Certification regionalized the Field Services Division by creating three divisions in the province. The regions that were created were: the Northern Region, Fort McMurray, Grande Prairie, Peace River, High Level and Slave Lake; the Central Region, Bonnyville, Edmonton, Hinton and Vermilion; and the Southern Region, Calgary, Lethbridge, Medicine Hat and Red Deer. Map 10, page 257, shows the location of each regional office by region.

Statistics for the calendar year 1986 show the number of registered apprentices in the province continued to decline to 18,693 with an increase in the number of new apprentices to 6,716 or 333 new registrations over the previous year. Of the 18,693 registered apprentices 12,032 attended institutions for technical training during the year. There were 2907 Apprenticeship Contracts cancelled. During this year there were 4,898 Completion of Apprenticeship Certificates earned. In the province, 2,321 journeymen completed updating programs (Annual Report, Apprenticeship and Trade Certification Division, 1986, p. 10).

An analysis of the enrolment summaries provided in the Annual Report of the Apprenticeship and Trade Certification for 1986 show that NAIT offered technical training to 5,052 apprentices; SAIT, 3,240 and Westerra 799. The 2,685 apprentices who attended public colleges for their technical training were distributed in this way: Fairview College 435;

MAP 10

REGIONAL OFFICES OF APPRENTICESHIP AND TRADE CERTIFICATION: 1985


High Level
Fort McMurray
Peace River
Slave Lake
Grande Prairie
Bonnyville
Hinton
Edmonton
Vermilion
Red Deer
Calgary
Medicine Hat
Lethbridge

Taken from: Executive Director's Annual Report, Apprenticeship and Trade Certification, 1986, p. 12.

Keyano College 392; Lakeland College 372; Lethbridge College 388; Medicine Hat College 167; Olds College 210 and Red Deer College 721. The following numbers of apprentices received their technical training at these Alberta Vocational Centres: Grouard, 26; Lac La Biche, 25; and Edmonton, 12 (Annual Report, Apprenticeship and Trade Certification Division, 1986, pp. 2-6). In addition to the institutes of technology, the public colleges and the AVCs, employers also provided technical training to 21 apprentices while the private beauty schools, Delmar and Marvel, trained 75 and 46 apprentices respectively (Personal correspondence, W. Nixon, Registrar, Apprenticeship and Trade Certification Division, January 10, 1990). The above statistics do not include those journeymen who attended either an updating or an upgrading program.

The Program Services Division of Advanced Education, under the Program Coordination Policy, continued to review and approve adjustments to institutional programs and granted Fairview College permission to offer years 1 -4 in Motorcycle Mechanic Apprenticeship. Lakeland College was given permission to offer the fourth year of Electrical Apprenticeship. SAIT was given permission to offer years 1 to 3 of a Baker Apprenticeship. All colleges except Red Deer were given permission to add to their offerings by including pre-employment training in selected areas (Annual Report, Alberta Advanced Education, 1986-1987, p. 22). The trade of Roofer became a Red Seal trade under the Interprovincial Standards Program on March 23, 1987.

Between 1980 and 1987 Apprenticeship and Trade Certification had been a division of two provincial departments: Alberta Advanced Education and Manpower (1980-1982); Alberta Manpower (1983-1986) which underwent a name to Alberta Career Development and Employment in 1986. This change was precipitated by the federal government's objection to the use of the term "Manpower" in the name of a provincial department. These data are graphically illustrated in Table 21.

TABLE 21

Provincial Departments of Control: Apprenticeship: Years

DEPARTMENT	YEARS
1. Advanced Education and Manpower	1980 - 1982
2. Alberta Manpower [53]	1983 - 1986
3. Alberta Career Development and Employment	1987 -

[53] Alberta Manpower split from Advanced Education and Manpower during the year of 1983-1984. Advanced Education retained the responsibility for providing the institutions for technical training but Alberta Manpower handled the registration and control of apprentices for this type of training. In 1987 Alberta Manpower underwent a name change to Alberta Career Development and Employment.

One of the statistical highlights of the Annual Report for 1987-1988 of Alberta Career Development and Employment shows total registration of apprentices in 1987 to be 18,703; of these 6,405 were new apprentices (p. 17). Of the total number of apprentices, 18,703, 15,678 attended technical training sessions. There were 3,209 cancellations in 1987. In addition there were 3,489 journeymen who attended technical training to update their trade skills.

The enrolment summary tables for 1987 for the institutes of technology show NAIT received 6,630 apprentices for their technical training; SAIT 4,057 and Westerra 624. The public colleges continued to receive apprentices for technical training: Fairview College 491; Keyano College 604; Lakeland College 556; Lethbridge College 678; Medicine Hat College 259; Olds College 233 and Red Deer College 1092. In the same year employers trained 27 apprentices while the AVC's received 74 and Marvel and Delmar provided technical training to 97 and 69 Beautician apprentices respectively (Personal correspondence, W. Nixon, Registrar, Apprenticeship and Trade Certification Division, January 10, 1990).

In 1987, Apprenticeship and Trade Certification was restructured these four branches were created: Registration and Certification Branch; Program Development and Standards Branch; Program Planning Branch; and Access Initiatives Branch. The purpose of this restructuring was to better serve industry and the people of Alberta. This also allowed for the integration of other departmental services at the regional level.

Within the Registration and Certification Branch these three integrated units were formed: Registrations and Schools; Examination and Certification; and Data and Records Control. The responsibilities of Registrations and Schools Unit, according to the Annual Report, Alberta Career Development and Employment for the 1987 - 1988 fiscal year, was to "co-ordinate[s] apprentice and journeyman training in consultation with colleges and technical institutes. Based upon annually estimated training requirements, this unit arranges classroom space requirements, trainee quotas and training dates to meet regional needs of Alberta industry" (pp. 17-18). The Examination and Certification Unit was given the responsibility for the maintenance of provincial examination security and certification standards as well as marking apprenticeship and journeyman examinations. "Data Records and Control coordinates the development and maintenance of a comprehensive electronic data processing system to maintain historic and current records of all Alberta journeymen and apprentices" (Annual Report, 1987 - 1988, Alberta Career Development and Employment, p. 18).

With the restructuring of the department the previous Program Planning and Development Branch was renamed the Program Development and Standards Branch. The mandate of this Branch is to concentrate on program development which includes developing, revising and maintaining course outlines, examinations, record books and trade regulations for 52 designated trades. This Branch also reviews and approves accreditation for trade related programs offered by technical institutes and public colleges in the province. Each of these programs must meet with the standards established by the Provincial Apprenticeship Committee for each trade. Another activity of the Program Development and Standards Branch is its involvement in the Interprovincial Standards Program (Red Seal). In 1987, personnel of the Branch spent a considerable amount of time working with instructional staff from the three institutions that would be involved in Competency Based Apprenticeship Training (CBAT) to develop modules, learning activity packages and the examination item banks utilized in the technical training for the first period of Carpenter, Electrician and Welder trades.

The Program Planning Branch became a separate unit when Apprenticeship and Trade Certification was restructured in October, 1987. The mandate of this Branch includes:

> investigating future training requirements; researching new occupations with potential for designation and/or training; determining the viability of alternate and innovative training programs and systems, and delivery methods; assessing the viability of apprenticeship service delivery; developing related policy alternatives and relevant data bases. (Annual Report, 1987 - 1988, Alberta Career Development and Employment, p. 20)

Prior to the restructuring in 1987 the Access Initiatives Branch was known as the Programs for the Disadvantaged Branch. the initial focus of this Branch was to assist apprentices with special needs - visible minorities, women, Natives, the incarcerated and the disabled. When restructuring took place the mandate of the Access Initiatives Branch was expanded to also address barriers that existed external to the apprenticeship system which prevent the full participation of women, visible minorities, Natives and immigrants in the trades.

APPRENTICESHIP AND INDUSTRY TRAINING REVIEW: 1987

The Honourable R. Orman, on April 15, 1987, formed the Apprenticeship and Industry Training Review Committee[45] consisting of six persons under the leadership of John Ritter, Chairman of the Apprenticeship and Trade Certification Board of Alberta. The mandate of the Review Committee was to receive briefs and submissions from the public and industry on the subjects of industry training and apprenticeship. The data collected by the Review Committee were examined and recommendations drawn for submission to the Minister.

On June 26, 1987 the Minster announced that he had created a twelve member Advisory Panel to the Review Committee. The mandate of the Advisory Panel was to examine the issues and recommendations referred to it by the Review Committee. From this examination the Advisory Panel would then make recommendations and comments to the Minister. This was seen as strengthening the review process.

During the process of review the Review Committee received 243 written submissions and heard 121 oral briefs at public hearings in nine Alberta centres. The Review Committee used the statements garnered from public input to develop the 25 recommendations that appear in the final report. The Final

---

[45] A short title, Review Committee, will be used when reference is made to the Apprenticeship and Industry Training Review Committee.

Report -Apprenticeship and Industry Training Review Committee[46] was submitted to the Minister on February 22, 1988. The Minister requested the Advisory Panel review the Final Report and provide him with the results of that process by March 31, 1988. Although Comments of the Advisory Panel on the Review Committee Final Report[47] was delivered on time to the Minister, neither document was made public until eight months later.

The tone of the Final Report was generally positive toward apprenticeship and contained 25 recommendations for improvement and growth within the system. It is interesting to note that the recommendations contained in Comments did not always agreed with the recommendations found in the Final Report. In cases where the Advisory Panel disagreed with the recommendations of the Review Committee, it offered alternative recommendations. Of the 25 recommendations the Committee made, the Panel fully supported 19. For two of the recommendations, the Advisory Panel provided amendments that would strengthen the original intent. These recommendations dealt with the role of the Apprenticeship and Trade Certification Board and interprovincial cooperation on the delivery of training (Comments, 1988, p. 2).

The Advisory Panel could not fully agree with these four recommendations: compulsory participation in apprenticeship, certification, crosscrafting and the composition of the Apprenticeship and Trade Certification Board. For each of these contentious recommendations the Advisory Panel wrote amendments to the original recommendations to help provide clarity and direction to resolve these major issues.

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[46] The Final Report - Apprenticeship and Industry Training Review Committee will be referred to as the Final Report.

[47] Comments of the Advisory Panel on the Review Committee Final Report will be referred to as Comments.

COMPETENCY BASED APPRENTICESHIP TRAINING (CBAT)

GENESIS OF CBAT

The first effort to provide a program that would offer technical training to apprentices on a fixed entry, fixed content, open exit basis was SLATE. This individualized instruction program was made available, on a pilot basis, to Sheet Metal apprentices at NAIT between 1970 and 1972. The instructional content of the program included modules that were designed to allow apprentices to move through the materials at their own rate and to perform hand skill exercises without the direct and constant supervision of the instructors. This system allowed the apprentices to spend more time on sections that they felt they needed to and less time on the sections that they mastered faster.

M. Cook, a long time employee with Apprenticeship And Trade Certification, indicated that the demise of the program was probably due to the fact that the program was before its time. Revision of the modules was an onerous task as word processing systems were not available to the instructors.

Although considered a success, this method of instruction was abandoned (Personal interview, January 4, 1991).

In the latter part of the 1970's Red Deer College became one of an expanding number of regional colleges that offered technical training to apprentices in a limited number of trades. An expansion to the existing facilities of the college was authorized by Alberta Advanced Education and a $25 million industrial complex was added to the physical plant. The philosophy of the senior administration, with regards to employing instructors who would teach the apprenticeship programs, was that preference would be given to new instructors who had no previous teaching experience. It was the intent of the college to use these instructors to provide fresh and innovative approaches to apprenticeship instruction. Inexperienced instructors were considered to be more flexible and less resistant to change than were instructors who had previous experience in standard teaching environments. C. A. Rainsforth, former Dean of Technical Training at Red Deer College, stated "In general two things were obvious, experienced instructors resist change and systems resist change" (Personal correspondence, April, 26, 1990).

During the period of construction of the new industrial wing of the college the instructors worked out of facilities that were rented off-campus where they gained experience in teaching and preparing trade related instruction. After a hiatus of two years the number of apprentices at the college was greatly increased so that 438 were able to attend technical training in 1981. At this point the possibility of moving to some form of competency based education was discussed by the Dean with the instructional staff of the Industrial Division. This recommendation was not universally accepted by the instructors or personnel of the Apprenticeship Branch. Rainsforth stated:

> Even in the two years the College was involved in traditional trade training many of the instructors indicated that they were against change. This attitude was strengthened by the deep seated objection to Competency Based Education verbalized by officials of the Apprenticeship Branch. (Personal correspondence, April 26, 1990)

The decision was made to apply the theories of competency based education to a Pre-Employment Carpentry Program as a pilot project. A number of the instructors expressed an interest in becoming part of the pilot project. Over the next year learning modules were developed for use with the Pre-Employment Carpentry students and the course was presented. Retrospectively analyzing the pilot project Rainsforth made this statement:

> A major problem was trying to fit a non-structured program into a facility in which all other programs are structured. However, the Program was offered and assessed as better than satisfactory. This was despite the fact that the majority of students in this Program were marginally academically qualified. (Personal correspondence, April 26, 1990)

The original modules were further refined and were offered to first and second year Carpentry Apprentices. M. Cook described the resultant program as an "application of modularization and the concepts of self-paced learning" not as Competency Based Apprenticeship Training (Personal interview, January 4, 1991). This was before the Apprenticeship Board decided to pilot test competency based education as it would apply to Apprenticeship Training (C. A. Rainsforth, Personal correspondence, April 26, 1990). As a matter of fact there was concern on the part of the Apprenticeship Board to permit Red Deer College to offer Apprenticeship Training utilizing a competency based mode of delivery.

> The Apprenticeship Branch indicated that Red Deer College should not jump the gun [by offering Competency Based Apprenticeship Training] without their approval but the College insisted that it was within their mandate to decide on the method of instruction as long as they completely covered the syllabus as laid down by the Branch. (C. A. Rainsforth, Personal correspondence, April 26, 1990)

Personnel at Apprenticeship and Trade Certification were concerned that Trade Advisory committees had not been consulted with regard to the proposed pilot project and to the change in program delivery. The federal government was deeply concerned about the introduction of program change without their involvement. The consultive process normally used with the apprenticeship system had been bypassed by personnel of the College. It was feared by personnel of the Apprenticeship and Trade Certification Branch that apprentices would be released from training upon the completion of the modularized program, thus endangering the block release programs (Personal interview, D. Bell, Executive Director, Apprenticeship and Trade Certification, Alberta, September 24, 1990).

Cook further stated that the Apprenticeship and Trade Certification Branch was concerned that without the central of control of the Branch that colleges and institutes could be engaged in a duplication of efforts that could be costly to the system (Personal interview, January 4, 1991). In an interview on January 4, 1991, Don Bell indicated that another one of the concerns of the Board was possible integration of the pre-employment training students with the apprentices in the CBAT classes. The mixing of paid and non-paid students in a class could lead to conflict. Bell stated that "the federal government was greatly concerned over the administrative side of the program." (Personal interview, January 4, 1991)

During the first year of the pilot project at Red Deer Carpentry Apprentices who completed the course requirements in less than the specified eight weeks of technical training, were required to remain in the class at school until the prescribed time period was over. This procedure was followed to satisfy the requirements of the sections of the Apprenticeship Act (1944) that specify the number of hours of instruction each apprentice must attend in order to be credited with the completion of a year's training. Apprentices who completed their training early could work on projects above those required by curriculum. These projects were for the use of the student. This requirement negated one of the main concepts of competency based education, that of open-exit which allows the apprentices who completed training early to return to the work force as soon as possible and return to full income.

The results of the first year experiment show that some apprentices could complete the eight week requirement for technical training in six weeks. There were apprentices who completed the modules in less than eight weeks. While still other apprentices required the full eight weeks to complete the modules. It was found that apprentices in the latter group had poorer reading skills or were poorly motivated. According to Rainsforth, "Despite these problems the results were good and seemed to indicate that there were great advantages to continuing the experiment [pilot project]. Work was continued toward modularization of all four years of the Carpentry trade" (Personal correspondence, April 26, 1990).

At this time Rainsforth retired as the Dean of Technical Training at Red Deer College. When this change took place administrative support for competency based education lost its strongest advocate. This loss, coupled with the drop in registrations for apprentices during the downturn in Alberta's economy, resulted in a decrease in the number of apprentices involved in the program at Red Deer.

Under the National Training Agreement the federal government expressed their desire to see the Apprenticeship and Trade Certification investigate the possibility of become involved in a pilot project to investigate Competency Based Apprenticeship Training (CBAT). "One of the original purposes for developing CBAT was to identify ways in which reductions in support payments [to apprentices] could be achieved by having apprentices complete their [technical] training in less than eight weeks" Competency-Based Apprenticeship Training Evaluation Report #2, Volume 1, 1990 p. 12).

In a presentation on CBAT that was delivered at the Alliance of Western Provinces and Territories Meeting of November 24, 1988, Mr. Ian Montgomerie of Apprenticeship and Trade Certification made the following statements

> An arbitrary limit of 1.5 times the normal program length has been set as the maximum length of time the apprentices has to attend school. CEIC has set this rate. The student will be paid for the time spent in training when the student successfully completes the provincial examination, CEIC is notified and the allowance is terminated (Minutes, Alliance of Western Provinces and Territories Meeting, November 24, 1988, pp. 2-3).

On December 9, 1985 Dirk Diepeveen, Director, Program, Planning and Development Branch, Apprenticeship and Trade Certification, wrote a memorandum to the managers, Program Planning and Development. The subject of that memorandum was "Competency Based Training In Apprenticeship". These personnel were informed in the memorandum to "proceed to develop a concept plan for competency based training in the Carpenter, Welder, and Electrical trades" (Diepeveen, Memorandum, December 5, 1985). Supplementary information in this correspondence identified the chairman and the members of the Board who would be active in the project. It was originally intended that the Carpenter and Welding programs would be delivered at Red Deer College and SAIT and the Electrical program would be delivered at Westerra and NAIT. Diepeveen ended his memorandum by asking that a detailed report on CBAT be on his desk by February 15, 1986.

The Competency Based Apprenticeship Training Task Force Final Report[48] was submitted on December 22, 1986. It is indicated in the report that "the technical training component of apprenticeship training is the area that will be most affected by the conversion to CBAT" (Task Force Final Report, 1986, p. 8). The CBAT program was designed and developed to be implemented over a four year period.

CONCEPTUAL MODEL

The conceptual model proposed by the Task Force for CBAT was a significantly new and innovative approach to train apprentices for the province. The CBAT model would deviate from the traditional philosophy of training apprentices. Under this model learning levels would be constant (fixed) and the time required to achieve that level through technical training would be variable (open exit). The Task Force Final Report (1986) states "the progression of apprentices through the technical training periods will be characterized by fixed entry and open exit. Fixed entry facilitates the scheduling of apprentices for periods of technical training; open exit accommodates self-paced learning by apprentices" (p. 6).

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[48] For the remainder of this section this short title The Task Force Report will be used when reference is made to the Competency Based Apprenticeship Training Task Force Final Report.

The work experience component would remain as prescribed in specific trade regulations. The Task Force concurred that the trades of Welder, Electrician and Carpenter become involved in a pilot project to pre-test the CBAT curriculum. These trades were selected because of the high degree of practical/theoretical mix. The trade of Welding relies heavily on practical experience, Electrical is the opposite end of the continuum because heavy emphasis is placed on theoretical learning, and Carpentry is at the mid-point of the continuum with a balance between theory and practical. The Task Force endorsed that only these three trades be involved in the pilot project.

The curriculum designed for CBAT use was to have these components: training profile which would be constructed from approved course outlines; performance-based objectives for each task to be learned; and learning activity packages which consist of a number of tasks grouped together to form modules (Task Force Final Report, 1986, p. 7). Seconded personnel would be responsible for curriculum development under the direction of the relevant Program Development Officer (Task Force Final Report, 1986, p. 7).

When designing the conceptual model, members of the Task Force were most cognizant that examination would present two areas of divergence with CBAT from traditional apprenticeship training with its fixed entry and fixed exit criteria. In discussing the areas of divergence the Task Force (1986) wrote:

> (a) the waiting factors and the examination make-up will reflect the content of the training profile, and;
>
> (b) examinations will be administered at the request of the apprentice (within administrative constraints) [parenthesis in original] to permit immediate exit from the training program upon completion of the required tasks and modules. (p. 7)

With the shift in emphasis for technical training from the traditional delivery mode to the individualization of instruction it soon became evident that changes in the delivery system would have to take place.

> 1. The schools will not have apprentices for fixed periods of technical training. Some apprentices may complete the learning activities in less time than is traditionally required; some will require more time than is allocated in traditional programs.
>
> 2. The role of the instructor shifts from being a deliverer of information towards being a manager and a facilitator of the learning process.
>
> 3. Student progress is self-paced rather than group-paced. The apprentices rate of progress is forecast on goal cards. The apprentice is in more control of the learning process. The manager/facilitator insures that the resources necessary for learning are available.
>
> 4. A students progress is monitored through the completion of task tests and module tests. Upon successful completion of all the module tests, the apprentice completes the Apprenticeship and Trade Certification Period Examination. (Task Force Final Report, 1986, p. 8)

PILOT PROJECT SITES

The committee that wrote the final report advocated the CBAT technical training be implemented at two of the larger and two of the smaller provincially funded training institutions. The sites that were selected for the pilot project were previously involved in some form of competency based training and included: NAIT, Electrician; Red Deer Community College, Carpenter, Welder; SAIT, Carpenter, Welder; and Lethbridge Community College, Electrician.

The implementation schedule for competency based technical training called for a phase-in sequential basis beginning with period one in September, 1988 and terminating in September 1991. "The period of the pilot projects' implementation thus spans the years 1988 through 1992" (The Task Force Report, 1986, Executive Summary).

Development of curriculum materials (pre and post tests, modules and learning activity packages) began in September 1987 for use the following year. These curriculum materials were developed by subject matter experts, tradesmen in the specific trade, seconded from training institutions (The Task Force Report, 1986, p. 13). These instructors worked under the supervision and were managed by the Program Development Officer responsible for the appropriate pilot project trade. The Canada - Alberta Study on Apprenticeship Training (1987) reported that the Program Planning and Development Branch of Apprenticeship and Trade Certification struck a task force whose mandate was to study the possible implementation of CBAT in apprenticeship training in Alberta in December, 1985. The CBAT Task Force tabled its final report a year later in

December 1986 (*Canada - Alberta Study on Apprenticeship Training*, 1987, p. 7.3).

In that final report it is stated that:

> a) The *self-paced* [underlined in original] approach accommodates the varied backgrounds and learning abilities of apprentices.
>
> b) the *individualized learning* approach permits apprentices to learn from a variety of resources and this promotes maximum quality of learning; and
>
> c) *Modularization* introduces flexibility of learning (apprentices may study those modules that their jobs demand), easy access (training modules may be studied at locations remote from training establishments and even at the job-site), and enhanced intra- and extra-provincial mobility (modules completed at one training site need not be duplicated at another). (*Canada - Alberta Study on Apprenticeship Training*, 1987, pp. 7.3-7.4)

The report also indicated that there were some difficulties to be overcome in implementing CBAT. Some of those were: maintenance of standards, acceptance of CBAT by the stakeholders, costs associated with operations and the production of learning materials required before start-up (*Canada - Alberta Study on Apprenticeship Training*, 1987, p. 7.4).

For the pilot project, 404 Period 1 apprentices were selected to receive CBAT technical training. Among these apprentices there were: 105 Welders to be involved in six weeks of technical training; 167 Electricians; and 132 Carpenters who are required to complete eight weeks of technical training.

EVALUATION REPORT #1

Between February and August 1989, a formal evaluation was completed by independent evaluators under contract to Alberta Career Development and Employment, Apprenticeship and Trade Certification. To collect data for the evaluation the evaluators involved "apprentices, instructors, course developers, employers of apprentices, PAC members, training institutions administrators, provincial and federal government administrators" (Evaluation Report #1, 1989, p. 2). There were eight questions that comprised the evaluation mandate. In summary some of the more significant findings were: when compared on a variety of education issues, there is not consistent advantage of CBAT over traditional training. This form of education is effective with apprentices who have proper skills in reading, mathematics and self-direction. The majority of those involved in this delivery system, nearly 92%, wanted to return for their next training period. The remaining 8% held the opposite view. Only 76% of the instructors prefered teaching with CBAT. The remaining 24% prefered to teach using the traditional approach (Evaluation Report #1, 1989, p. 2).

The evaluation results showed that, on the average, CBAT apprentices remained in class 1.4 times longer than in traditional classes. CBAT did not appear to be a cost effective system at this point in its development, when total cost was considered. Until June 30, 1989, the total invested in CBAT was estimated to be $2,495,388, which included all developmental, operational, administrative, program support, and increased student support payments (Evaluation Report #1, 1989, p. 5).

It is evident from what was reported that there were divided opinions, at both the managerial level and instructional level, whether or not to fully adopt CBAT; 70% of the instructors liked CBAT the remaining 30% did not. Instructors identified these three major curriculum development problem areas.

1. Problems in support for curriculum development:
    lack of time to refine existing modules
    lack of time to develop new modules
    lack of support from senior management
2. Problems and errors in the materials
    content errors in the modules
    too much material for apprentices to learn in some modules
    errors in test banks
3. Inadequate pre-requisite skills of learners
    lack of math skills among apprentices
    lack of reading skills among apprentices
    inadequate motivation of apprentices.

(Evaluation Report #1, 1989, p. 7)

There was agreement among those who developed curriculum and curriculum materials that the training they needed to prepare them for CBAT was inadequate (Evaluation Report #1, 1989, p. 10). In analyzing the Evaluation Report #1 one must bear in mind that the first year was considered remedial to the remainder of the four year project and that this evaluation was formative in nature. The objective of this formative evaluation was to provide those involved in the project with the opportunity to identify problem areas so they are not repeated in subsequent years and to rectify any errors that had been identified during the first year.

EVALUATION REPORT #2[49]

The second major CBAT evaluation report was completed at the end of the second year of the pilot and was submitted to Alberta Career Development and Employment on October 5, 1990. When this evaluation was being conducted the four year phase-in of CBAT classes 50% complete, 60% complete for the three year Welding program.

The major purpose of Evaluation Report #2 was to provide updated information regarding the issues raised in Evaluation Report #1. In addition, Evaluation Report #2 described further activities which had been completed at the end of the two year period (Competency Based Apprenticeship Training Evaluation Report #2, Volume 1, 1990, p. 1). The complete set of reports that comprised Evaluation Report #2 included five volumes. The evaluation focused on eight key questions and identified 19 positive points about CBAT. (See Appendix F, page 367, for a complete listing of these positive points.) In total, there were 21 recommendations that were presented in Volume 1 of the report. These recommendations could be placed in these categories: examinations and failure rates; completion times; accessibility of instructors; apprentice dissatisfaction; cost increases; marketing; course improvement; structure; grading practices and module completion.

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[49] Following the defense of the research before the Examining Committee, a number of omissions were identified that needed to be included to improve the quality of the thesis. These omissions were discussed the Supervisor and it was agreed that these omissions should be included in the content of the report. Although Evaluation Report #2 was released after the end of the time line covered by this research it was decided to include a summary of its contents because of the importance of the material.

Some of the more significant findings in the report show that during the 1989 - 1990 term the average completion time for CBAT apprentices was reduced to 39.5 days. This resulted in a small reduction in support payments paid to apprentices by Canada Employment Immigration Commission. The level of satisfaction reported by CBAT apprentices was high, 89.6% of Period 2 Carpenters would recommend CBAT to other apprentices, 77.3% of Electrician apprentices would do the same, as would 84.4% of the Welder apprentices.

Employers of CBAT apprentices (91.1%) had no problems with flexible completion times as a result of apprentices completing the prescribed curriculum earlier or later than the traditional 40 days. To these employers the quality of the work performed by CBAT apprentices was acceptable. The levels of understanding and support for CBAT were not adequate among Provincial Apprenticeship Committee members.

Instructors responsible for teaching in the CBAT delivery system were generally supportive of the program, 75.9% indicated that their preference would be to teach a CBAT program. From the results of Evaluation #2, it would appear that instructor support for CBAT was strongest at SAIT and weakest at Lethbridge Community College (Competency Based Apprenticeship Training Evaluation Report #2, Volume 1, 1990, p. 15).

When final examination grades, for apprentices in the three trades areas involved in the pilot, were compared with apprentices enroled in similar period classes, utilizing standard teaching techniques, it was found that Carpenters in Period 2 in the pilot had higher grades. Grades were higher for traditional apprentices in Electrician Period 1 classes and Welder Period 1 classes.

The developmental costs for all of the periods of technical training for the three trades differed drastically from a low of $465,752 for the welding program to a high of $1,206,382 for the electrical program. A major portion of the electrical program costs, at NAIT, were related to the amount of staff time allocated for the development of modules, and the extensive renovations required at the institute to service Period 3 apprentices (Competency Based Apprenticeship Training Evaluation Report #2, Volume 1, 1990, p. 16).

Period 1 apprentices in all three trades indicated that they would prefer to attend CBAT classes for their next technical training session. Period 2 apprentices in both Carpentry and Welding agreed that they would like to return to a CBAT system. A sizable number of Period 2 Electricians, 20% at NAIT and 33% at Lethbridge Community College, did not want to return to CBAT for the next training session.

CBAT apprentices will begin their Period 3 technical training at the four institutions in September 1990.

In total there will be four formative evaluation reports during the four year CBAT pilot project. These reports will be followed a summative report for the entire project.

APPRENTICESHIP GROWTH 1988 TO 1990

Statistics contained in the *Executive Director's Report and Annual Statistical Review of Apprenticeship and Trade Certification Programs* (1988) show that there were 6,666 new apprentices registered, an increase of 4.1%, and a total of 19,631 registered apprentices in Alberta. Of that number, 13,880 attended technical training sessions. There were 2,589 cancellations of Apprenticeship Contracts in 1988. By the close of the 1988 calendar year 3,471 Completion of Apprenticeship Certificates were awarded, 3,082 journeymen had attended updating classes while 29 had attended upgrading sessions. In this period Alberta purchased 18 technical training seats for Sawfiler apprentices at the British Columbia Institute of Technology while providing 170 seats to out-of-province apprentices at Alberta institutes or colleges. Those 170 apprentices originated from the following locations: British Columbia, 4; Ontario, 1; Manitoba, 8; Saskatchewan, 5; Northwest Territories, 116 and Yukon, 36 (pp. 2-7).

The apprentices attending technical training at institutes in Alberta were broken down in the following manner: NAIT, 4,678; SAIT, 2,850; and Westerra, 501. Apprentices who attended public colleges for their technical training were as follows: Fairview College, 443; Keyano College, 357; Lakeland College, 278; Lethbridge College, 373; Medicine Hat College, 183; Olds College, 157; and Red Deer College, 705. Marvel and Delmar received 101 and 69 apprentices respectively. AVC Edmonton provided training for 47 apprentices, while there were 27 employer trained apprentices in 1988 (Executive Director's Report and Annual Statistical Review of Apprenticeship and Trade Certification Programs, 1988, p. 7).

Two innovative programs were introduced by Apprenticeship and Trade Certification in the late 1980's under the Manpower Development Act. These programs were the Apprenticeship Work Experience Program and the Educational Improvement Program. the Educational Improvement Program is to provide educational upgrading for prospective apprentices who fail to meet the entrance requirements for apprenticeship. On the final day of classes in the program a test is administered by Apprenticeship and Trade Certification. Candidates who pass are deemed eligible for apprenticeship entrance.

The Apprenticeship Work Experience program is a cooperative training program between Apprenticeship and Trade Certification and other participating provincial government departments. This program is designed to address anticipated skill shortages in designated trades in the province. Through the program, agencies of the provincial government, following prescribed guidelines, train additional apprentices and release them as qualified journeymen to the private sector. Participating government departments provide the necessary employment and training with the funding provided by Apprenticeship and Trade Certification. This program, known as Government Apprenticeship Program (GAP), had a 1989 budget of $2,000,000.

Statistics contained in the Executive Director's Report and Annual Statistical Review of Apprenticeship and Trade Certification Programs (1989) show that there were 7,583 new apprentices registered, an increase of 917 or 12% in one year. At the end of 1989 there was a total of 20,952 registered apprentices in Alberta, an increase of 1,321 or 6.3% over the previous year. Of that total, 12,032 apprentices attended technical training sessions. NAIT and SAIT served the largest numbers of apprentices in 1989, 4,797 and 3,452 respectively, with 582 being assigned to Westerra. During this reporting year apprentices were assigned to these public colleges: Red Deer, 753; Fairview, 494; Lethbridge, 457; Lakeland, 448; Keyano, 393; and Olds, 225. Medicine Hat College provided technical instruction to 154 apprentices. Delmar and Marvel Beauty Colleges trained 81 and 75 apprentices. There were 66 apprentices who received their training at Alberta Vocational Centres and 33 apprentices received technical training through their employers. Twenty apprentices were sent to the British Columbia Institute of Technology for instruction as Sawfilers (Executive Director's Report and Annual Statistical Review of Apprenticeship and Trade Certification Programs, 1989, p. 16).

By the end of 1989, 3,669 Completion of Apprenticeship Certificates were awarded, 2,164 journeymen had attended updating classes while 40 had attended upgrading sessions. In this period Alberta purchased 20 technical training seats for Sawfiler apprentices at the British Columbia Institute of Technology. At the same time Alberta provided 136 seats to out-of-province apprentices at Alberta institutes or colleges. Those apprentices originated from these jurisdictions: British Columbia, 9; Ontario, 2; Manitoba, 13; Saskatchewan, 8; Northwest Territories, 74; Yukon, 27 and Dubai, 3. This year marked the beginning of a pilot project to market Alberta apprenticeship training internationally. To that end three Millwright apprentices were trained in Alberta from Dubai, one of the seven United Arab Emirates. Upon successful completion of the program these apprentices will receive Alberta certification as Millwrights. As well 1989 marked the second year of the CBAT pilot project. During the 1989-1990 academic year CBAT was extended to include Period 2 apprentices in the three trades areas for technical training. In this period there were 577 Period 1 apprentices, new entrants to the CBAT system, and 414 Period 2 apprentices situated on four campuses (Executive Director's Report on Apprenticeship and Trade Certification Programs for 1989, 1989, p. 5).

The Executive Director's Report included a chart depicting the flow of organization in the department. These data are included in Chart 6, page 288.

It will be recalled from Chapter IV that Part 3 of the Manpower Development Act lists three divisions. Division 1 establishes a formal apprenticeship training program for a trade that is apprenticeable. Trades designated under Division 2 require Voluntary Certification and are also classified as Qualification Trades. Division 3 trades are trades that require Compulsory Certification and are categorized as Proficiency Trades. Trades designated under Division 1 are automatically designated under Division 2. Division 3, Compulsory Certification, must be applied for. Between 1980 and 1990 the trades listed in Table 22, page 288 were designated under the three Divisions of the Manpower Development Act. These data shows the year when each of these thirteen trades received their designation.

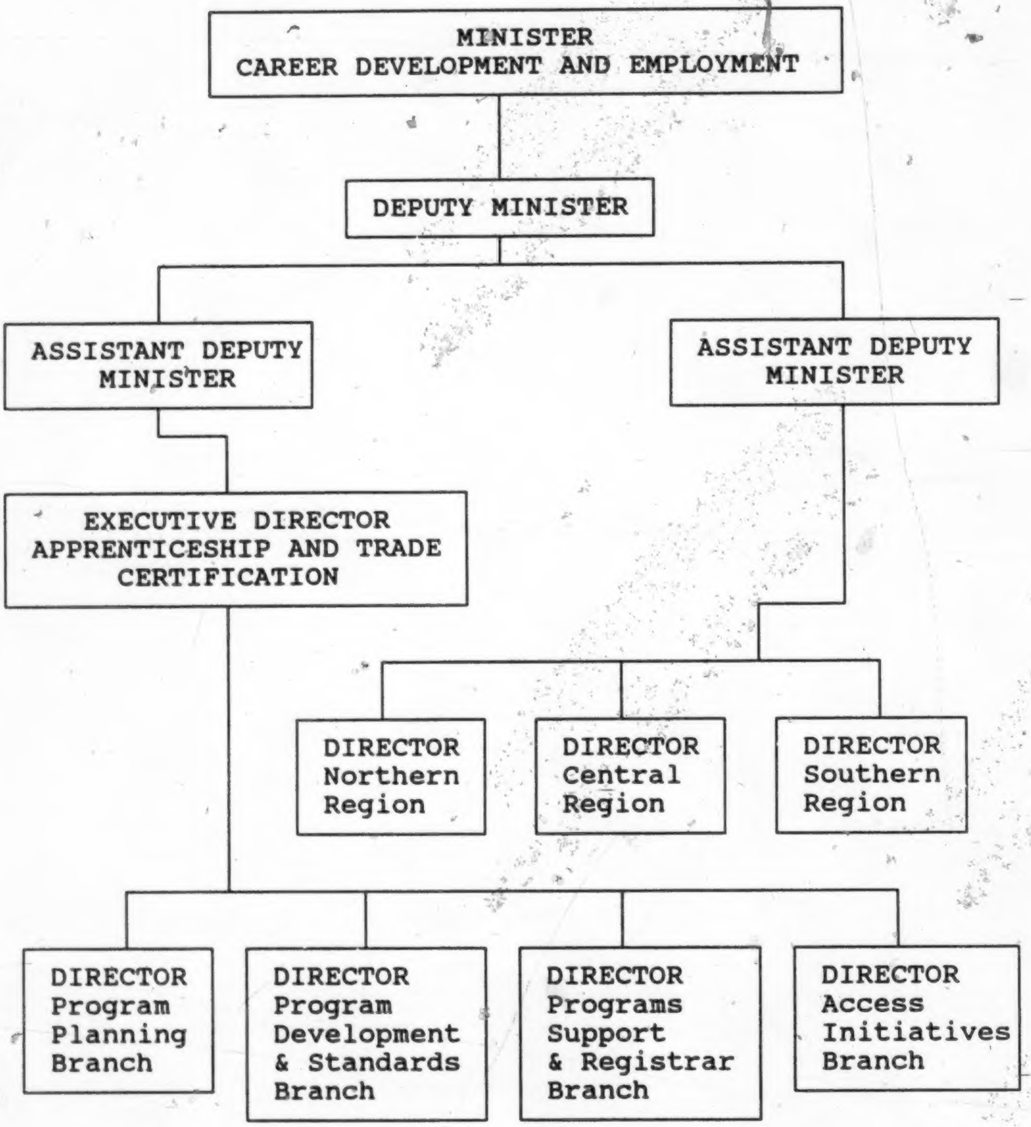
In the decade of the 80's three additional trades, Sprinkler Systems Installer, Roofer and Beautician, were recognized by the Interprovincial Standards Coordinating Committee as being eligible to be designated as Red Seal trades. In Table 23, page 289, are data which show the year when each of these trades were designated. The total number of apprenticeable trades in Alberta that are part of the Interprovincial Standards Program were 22.

Some time in 1988 the members of the Interprovincial Standards Coordinating Committee made the decision to change the name of the Committee to the Canadian Council of Directors of Apprenticeship. No decision was made by the Directors to change the name Red Seal Program.

CHART 6

ORGANIZATION OF APPRENTICESHIP AND TRADE CERTIFICATION

CAREER DEVELOPMENT AND EMPLOYMENT: 1989


MINISTER
CAREER DEVELOPMENT AND EMPLOYMENT
DEPUTY MINISTER
ASSISTANT DEPUTY MINISTER
ASSISTANT DEPUTY MINISTER
EXECUTIVE DIRECTOR APPRENTICESHIP AND TRADE CERTIFICATION
DIRECTOR Northern Region
DIRECTOR Central Region
DIRECTOR Southern Region
DIRECTOR Program Planning Branch
DIRECTOR Program Development & Standards Branch
DIRECTOR Programs Support & Registrar Branch
DIRECTOR Access Initiatives Branch

Taken from: Executive Director's Report on Apprenticeship and Trade Certification Programs for 1989, 1989, p. 4.

TABLE 22

Trades Under the Manpower Development Act: Division: Year

TRADE	DIVISION		
	I	II	III
Printing and Graphic Arts Craftsman	1980	1980	--
Ironworker	1980	1980	--
Transport Refrig. Mechanic	1980	1980	--
Barber	1981	--	--
Beautician	1981	--	--
Sawfiler	1983	1983	--
Recreational Vehicle Mechanic	1983	--	1983
Power System Electrician	1983	1983	--
Landscape Gardener	1983	1983	--
Cement Finisher	1984	1984	--
Motorcycle Mechanic	1984	--	1984
Tool and Die Maker	--	1988	--
Projectionist	--	1988	--
Locksmith	1989	1989	--

TABLE 23

Trades Designated Under the Red Seal Program: Year

TRADE	YEAR
Sprinkler Systems Installer	1982
Roofer	1987
Beautician	1988

Data in Table 24, represent the numbers of apprentices who were registered in Alberta and the numbers who attended technical training sessions over the period 1986 to 1989. Also included in this table are the numbers of Apprenticeship Contracts that were cancelled during that period.

TABLE 24

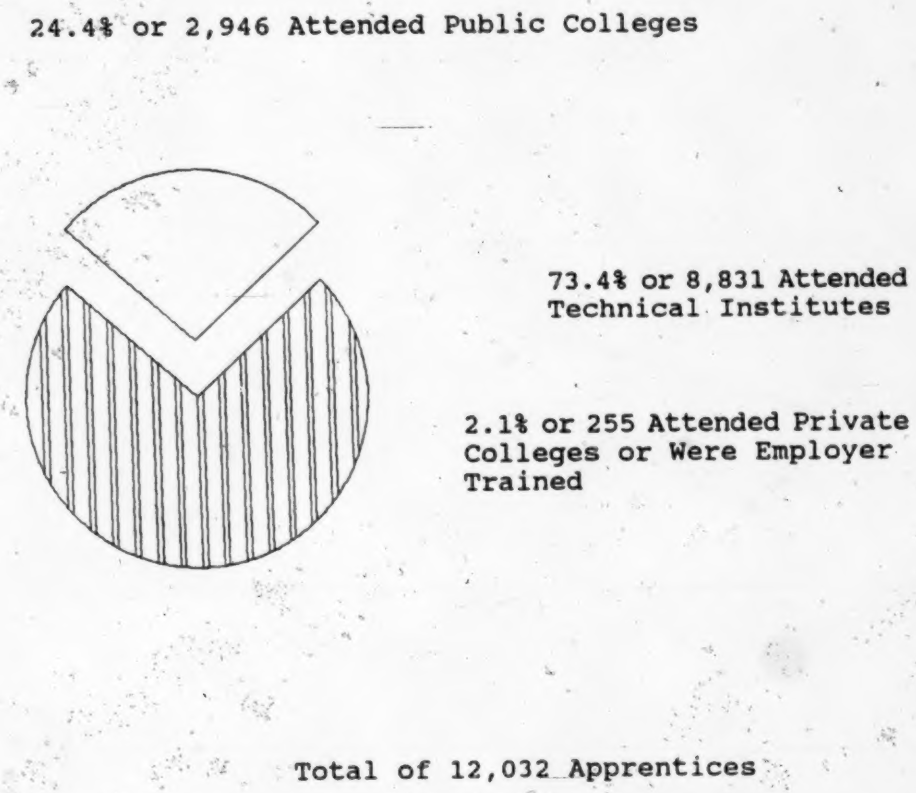
Numbers of Apprentices Registered In Alberta: Contract Cancellations: 1986 - 1989: Year

APPRENTICES REGISTERED	APPRENTICES IN SCHOOL	CONTRACT CANCELLATIONS	YEAR
18,693	12,032	2,907	1986
18,703	11,629	3,209	1987
19,631	13,880	2,589	1988
20,952	12,032	2,951	1989

Data in Graph 5, represent the percent of apprentices who attended technical institutes for their technical training and those whose training was received through private vocational colleges, their employers or public colleges.

GRAPH 5

PERCENT OF APPRENTICES ATTENDING TECHNICAL TRAINING BY TYPE OF INSTITUTION: 1989



GOOD WORK HAS ITS REWARDS

During the fiscal year 1988 - 1989 Alberta Apprenticeship and Trade Certification started to develop an advertising campaign similar to the "Blue is Beautiful" campaign of the early 1970's to attract young people to the skilled trades through apprenticeship. This campaign, "Good Work Has Its Rewards", was a multi year promotional awareness campaign that included both the print and the electronic media and was aimed at younger people than were previously being attracted to enrol in apprenticeship. Women, as a target group for apprenticeship identified in the Final Report - Apprenticeship and Industry Training Review Committee, (1988), were featured prominently throughout the advertising campaign as being able to take part in this training. (See Appendix G, p. 370)

The thrust of this series of advertisements indicted that young people could take advantage of this training and receive pay for work while they train.

> Alberta Apprenticeship is designed to develop excellence through training and experience. While enjoying the financial benefits of employment with a participating business, apprentices learn their trade through an industry-designed training program. This involves practical training with certified professionals on the job, and technical training in one of 16 schools throughout Alberta. This technical training is designed and delivered by industry and education professionals and, with the practical training, leads to trade certification in over 50 designated trades. (Calgary Herald, 1990, Careers Section)

At the time of this document's completion it was too early to comment on the effectiveness of this campaign.

PROPOSED INDUSTRY TRAINING ACT (1990)

REQUEST FOR INPUT

On January 11, 1990, the Minister of Career Development and Employment, Norm Weiss, sent a memorandum to all government members of the legislature announcing his intention to seek input from industry and the public, regarding new legislation to replace the Manpower Development Act (1976). Weiss mailed a covering letter with a document entitled "Principles of Proposed Legislation Governing Apprenticeship and Occupational Training" to interested Albertans who had taken part in earlier public reviews and those who were involved with advisory committees under existing legislation. In the covering letter Weiss reiterated the need for new legislation to replace The Manpower Development Act (1976) because it would be unable to meet the needs of Albertans into the coming century. The Minister also reviewed reasons for the Apprenticeship and Trade Certification Act (1985) not being proclaimed and the subsequent establishment of the Apprenticeship and Industry Training Review Committee in 1987.

The Minister of Career Development and Employment, the Honourable Norm Weiss, wrote a letter on January 17, 1990 to Albertans informing them that as a result of the findings of the Review Committee and the Advisory panel, new legislation governing apprenticeship was clearly in order. It was evident that the minister considered the development of a comprehensive legislative framework for possible introduction for the spring 1990 session of the Legislative Assembly. Attached to this letter was the document "Principles of Proposed Legislation Governing Apprenticeship and Occupational Training[50]" which outlines the major principles that were to be embodied in the proposed legislation.

In "Principles" it was shown that the Manpower Development Act did not allow the government or the Apprenticeship and Trade Certification Board to provide a voluntary apprenticeship program; it did not allow for apprenticeship programs of less than one year duration; nor did the Act allow for a broad set of conditions under which government sponsored training could be provided (Principles of Proposed Legislation Governing Apprenticeship and Occupational Training, 1990, p. 2).

Under the proposed legislation the time honoured traditions of apprenticeship would be preserved, and the apprenticeship model would be expanded into new industrial sectors and service new occupational groups. The role of industry would be enhanced in determining training needs and program content. The new legislation would make provision for a full range of training and certification alternatives in addition to providing for articulation between apprenticeship training and other occupational training programs.

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[50] For the purpose of this report "Principles" will be used to refer to the document "Principles of Proposed Legislation Governing Apprenticeship and Occupational Training".

The proposed legislation would provide for a fifth type of designation, voluntary apprenticeship and voluntary certification. This would allow designation of trades in which there is no legal compulsion for workers to participate in a training program. Existing trades, through redesignation, would be allowed to opt out of compulsory apprenticeship. There would only one Journeyman Certificate issued for all trades, eliminating references to "Proficiency" and "Qualification" trades. Compulsory certification would be continued for those trades which contain an inherent risk to the safety of the general public (Principles of Proposed Legislation Governing Apprenticeship and Occupational Training, 1990, p. 7). To offer the flexibility required to work in a modern environment, and to retain public protection, the new legislation specifies that only Certificated Journeymen or registered apprentices trained to perform a task or skill applicable to more than one trade would be allowed to perform that task or skill.

Six months later, June, 1990, the Minister released "the Training and Certification of Alberta's Skilled Work Force" which was a three part discussion paper. The first section included definitions for terms that were part of the proposed Industry Training Act. The second section contained Appendix A entitled "A Proposal for an Industry Training Act". Appendix B, the third section, was in the form of questions and answers directed at the implications the proposed act would have on the stakeholders in apprenticeship.

It was evident from the message delivered by the Minister that preceded the discussion paper that the major principals outlined in the earlier documents required more substantial changes than originally had been contemplated. The Minister also indicated that some of the processes originally considered for inclusion in the proposed legislation would be contained in the regulations. Written responses to the discussion paper were to be sent to the Assistant Deputy Minister, Policies and Program Development Division by October 15, 1990. It was the intent of the Minister to present the new Bill to the Legislative Assembly in the spring of 1991. A copy of the proposed legislation is included in Appendix H, page 373.

WESTERN CANADA ALLIANCE OF APPRENTICESHIP BOARD CHAIRMEN

It was evident from the letter that the Chairman of Alberta's Apprenticeship and Trade Certification Board, John Ritter, wrote to those who provide leadership in apprenticeship training in Western Canada, that the future of apprenticeship in that area was in a tenuous position. Ritter felt that an alliance should be formed of Chairman and Directors of Apprenticeship to address the issue of using a unified approach to focus attention on the uniqueness of apprenticeship. In his letter, Ritter, (1988), wrote

> To this end, I am proposing that the Chairman and the Directors of Apprenticeship hold a joint meeting of Board Chairman and Directors to explore the feasibility of forming an alliance of Apprenticeship Boards. Don Bell and I would be willing to host this exploratory meeting in Edmonton. (Correspondence, February 16, 1988).

A joint meeting of the Board Chairman and Directors of Apprenticeship from the western provinces and territories was held on June 7, 1988 in Edmonton. Those attending this meeting included: Mr. J. Ritter - Alberta, Chairman; Mr. D. Bell - Alberta Executive Director; Mr. D. Hendry - Northwest Territories, Chairman; Mr. B. Carr - Northwest Territories, Director; Ms. M. Kenny - Manitoba, Director; Mr. G. Pellerin - Saskatchewan, Chairman; Mr. G. Roberts - Saskatchewan, Director; Mr. D. O'Neill - British Columbia, Executive Director; Mr. V. Trainer - British Columbia, Board Member; Mr. K. Smith - Yukon, Director; and Mr. T. Semeniuk - Alberta, Executive Secretary. (Minutes of the Meeting of the Western Provinces and Territories Apprenticeship Board Chairmen and Directors, June 7, 1988).

The purpose of this meeting was to discuss the need to establish an alliance which was prompted by concerns raised about Canadian Job Strategy. It was decided that it would be timely for the jurisdictions from Western Canada and the Territories to meet and discuss several regional issues related to apprenticeship and trade certification (Newsletter, Western Canada Alliance of Apprenticeship Board Chairmen, undated, not paginated).

Some of the issues reviewed at this initial meeting of the Alliance included: Canadian Job Strategy; future directions for apprenticeship in Western Canada; pooling of training resources in trades experiencing low enrolments; women and apprenticeship; and public awareness of apprenticeship. At this meeting Ritter was asked to assume the Chair of the Alliance (Minutes, Meeting of the Western Provinces and Territories Apprenticeship Board Chairmen and Directors, June 7, 1988, pp. 2-8). As a result of this meeting the Alliance was formed and it was agreed that, to ensure continuity, at least two meetings a year must be held (Correspondence from J. Ritter to the Honourable K. Kowalski October 14, 1988).

At the June 7 meeting one of the delegates cautioned that the Boards were advisory to the Ministers and were appointed bodies. Directors of Apprenticeship were civil servants who were responsible for discharging the policy decisions of Cabinet. This may create a conflict of interest situation for the Directors as part of the Alliance.

The second meeting of the Alliance of Western Provinces and Territories Apprenticeship Board Chairmen and Directors was held in Edmonton on November 24, 1988. The minutes for that meeting showed that the Director from the Yukon did not attend the meeting. There were a number of guests from Apprenticeship and Trade Certification who were invited to attend and speak at this meeting. Mr. Ian Montgomerie outlined in detail how Competency-Based Apprenticeship Training could work. Each member of the Alliance presented an issue paper they had agreed to research at the June 7 meeting. In addition, these issues were discussed: the ISPCC Report; Training Strategy; Promotion of Apprenticeship; Mobility; Training Cooperation; Training Strategy-Vocational Training; Equity Policy Initiatives; Terms of Reference / Mandate / Statement of Purpose; and the Canadian Automotive Retailers Services Association; (Minutes, Meeting of the Alliance of Western Provinces and Territories Apprenticeship Board Chairmen and Directors, November 24, 1988).

From this meeting the purposes of the Alliance in dealing with apprenticeship and industrial training matters were defined. The mandate of the organization was to consist of these six points

> 1. To act as a lobby group to provincial / territorial and national government bodies.
>
> 2. To promote and enhance interprovincial / territorial cooperation.
>
> 3. To liaise with industry.
>
> 4. To advise the respective Ministers, to make policy recommendations.
>
> 5. To exchange information.
>
> 6. [To] Respond to requests made by the western Deputy Ministers. (Minutes, Meeting of the Alliance of Western Provinces and Territories Apprenticeship Board Chairmen and Directors, November 24, 1988, p. 13)

This mandate would find support in the purposes of the Alliance:

> Statement of Purpose
>
> 1. To discuss matters relating to regional interests, and if appropriate or necessary to assist

> the respective jurisdictions to advise the federal government accordingly.
>
> 2. To communicate and exchange views on apprenticeship and trade certification policies, issues, etc.
>
> 3. The Chairmen of the Board's [sic] should have a direct voice to the Ministers and Deputy Ministers, and be a forum for reviewing the goals and objectives of apprenticeship. (Minutes, Meeting of The Alliance of Western Provinces and Territories Apprenticeship Board Chairmen and Directors, November 24, 1988, p. 13)

In formalizing the Alliance, Bell took the position that the role of the Directors as advisors is different than that of the Chairmen. The Directors represent the bureaucracy and the Chairmen represent industry. Bell emphatically stated "This group ought not to be seen to be in conflict with the Directors of Apprenticeship or ISPCC" (Minutes, Meeting of The Alliance of Western Provinces and Territories Apprenticeship Board Chairmen and Directors, November 24, 1988, p. 13).
Carr indicated that the Alliance should be a formal group of Board Chairmen and that the Directors be named as permanent advisors to the Alliance. Bell felt that it would be useless to have only Chairmen attend these meetings. In order for the Alliance to be effective Bell felt the Directors must attend the meetings because of their expertise and inside knowledge of apprenticeship.

Subsequent meetings of the Alliance were held in Whitehorse, June 1 and 2, 1989; in Edmonton, November 15 and 16, 1989; in the Northwest Territories, February 28 and March 1, 1990; and in Vancouver in June of 1990. Sometime after the

June, 1989 meeting, Ritter expressed to Bell an interest in developing a newsletter for the Alliance and Board Chairmen and proposed the initial content. By May of the following year, the Newsletter was approved for distribution by the Alberta Minister of Career Development and Employment. The cover of that Newsletter states that the Directors of Apprenticeship are ex-officio members of the Alliance.

SUMMARY

In 1981 a Special Field Unit was established to investigate the training needs of a series of minority groups such as Natives, handicapped persons and incarcerated people. This Special Field Unit was renamed Programs for the Disadvantaged in 1982 with a greatly expanded mandate to investigate and modify or create programs for use with special target groups. This expansion corresponded with expansion of programs at most levels throughout the province.

The Annual Reports of the Department of Advanced Education and Manpower continued to show an increase in the total number of apprentices in Alberta through to 1982. In 1982 the number of new apprentices registering in the system decreased slightly from the year before. In 1983 there was less than a 5% decrease in the number of apprentices in Alberta but there was a decline of over 20% in the registration of new apprentices over the year previous.

Planning for the new Institute of Technology at Stony Plain, Westerra, started in early 1980 in order to alleviate the crush of registrations of apprentices in technical training at the two large institutes. Construction started in September 1982 and Westerra came on stream in August, 1983, with one technology course and eight apprenticeship programs that had been transferred from NAIT.

The Department of Advanced Education and Manpower split in 1982 to become the Department of Manpower and the Department of Advanced Education. The Department of Advanced Education would continue to be responsible for funding of the technical training required by the apprentices while the Department of Manpower assumed the responsibility for registering and controlling apprentices.

The 1984-1985 Annual Report of the Department of Manpower described the reorganization of the department with regards to apprenticeship training. The changes included: the Chairman of the Apprenticeship and Trade Certification Board reporting directly to the Manpower Minister in a position parallel to the Manpower Advisory Council. The Executive Director of Apprenticeship and Trade Certification reported to the Deputy Minister.

The Apprenticeship, Training and Certification Act (1985) was brought through the House by the Minister of Manpower, E. D. Isley. The intent of the legislation was to consolidate apprenticeship legislation under one bill rather than under the various acts that shared responsibility for apprenticeship training. The largest difference between this Act and the Manpower Development Act (1972) was that under the proposed legislation persons representing the public on the Apprenticeship and Trade Certification Board would be allowed to vote on matters brought before the Board. This Act passed third reading but never was proclaimed and therefore did not come into effect.

In 1985 the effect of the recession in Alberta seemed to have lessened as the number of new apprentice registrations increased to 6,318 that year. Also in that year two private vocational colleges, Marvel and Delmar offered technical training to apprentices. As well a tenth Regional Office for Apprenticeship and Trade Certification opened in Bonnyville. In the 1985-1986 Annual Report of the Department of Manpower another reorganization of the department's process for control of apprenticeship was diagrammed. An Assistant Deputy Minister with responsibility for Training and Employment Services was added. The Executive Director of Apprenticeship and Trade Certification reported to this position as did the Executive Directors for Employment Services, Training Services and the Director of Program Planning Support.

Red Deer College, cautioned by Apprenticeship and Trade Certification, conducted a series of pilots designed to test the viability of Competency Based Training. The pilot program started in the early 1980's, first in a pre-apprenticeship program and then in the Carpentry apprenticeship program. The results were encouraging.

In 1986 the Program Planning and Development Branch of Apprenticeship and Trade Certification tabled a report suggesting a pilot project in Competency Based Apprenticeship Training (CBAT). That pilot started in September 1988.

Policies and procedures for the implementation of CBAT programming were developed in 1988. SAIT and Red Deer College would pilot the programs for apprentice Welders and Carpenters: the program for apprentice Electricians would be piloted at NAIT and Lethbridge Community College in 1988. Under this program the apprentices who completed technical training early were allowed to return to the worksite, provided they completed the full requirements of the program before the allotted time (Competency Based Apprenticeship Training - A New Approach, Alberta Career Development and Employment, Brochure, April, 1988). Conversely, apprentices who had not completed the total number of required modules would be allowed to remain in order to complete up to a maximum of an additional half unit of time. For example the maximum time allotment for a 6 week course would be 9 weeks and an 8 week course could be 12 weeks (Competency Based Apprenticeship Training - Policies and Procedures, Alberta Career Development and Employment, October 18, 1988). Evaluation Report #1 was released as a formative evaluation of the project after one year. The report identified many areas of concern. However the report also cautioned that these findings were designed to allow those involved to rectify these shortcomings and not to take the report as a condemnation of the system.

In 1987 Apprenticeship and Trade Certification's controlling department underwent a name change from the Department of Manpower to Alberta Career Development and Employment.

In 1987 the Minister of Career Development and Employment, Rick Orman, established the Apprenticeship and Industry Training Review Committee to review the state of post secondary skilled trade training in the province. A few months later he created the Advisory Panel to scrutinize the recommendations of the Review Committee and to make recommendations based on that work. Although the major emphasis of both reports were favourable to apprenticeship some changes were suggested by both groups. These changes did not always agree.

With impetus from John Ritter, Chairman of the Apprenticeship Board of Alberta, and Don Bell, Executive Director of Apprenticeship and Trade Certification, the Western Canada Alliance of Apprenticeship Board Chairmen was formed. The mandate of this organization was to promote apprenticeship training in Western Canada.

Evaluation Report #2, covering the second year of the CBAT pilot project operated out of NAIT, SAIT, Lethbridge College and Red Deer College, was released October 5, 1990. As a follow-up document to Evaluation Report #1, this report was formative in nature and was generally supportive to CBAT.

In the spring of 1990 an advertising campaign "Good Work Has Its Rewards" was launched by Apprenticeship and Trade Certification in an attempt to make more young people aware of apprenticeship and the skilled trades as a viable career path. The advertisements featured young people, minorities and women.

The proposed Industry Training Act was introduced to Albertans through a request for additional public input by the Minster of Career Development and Employment, N. Weiss, in January of 1990. Weiss circulated a document entitled "Principles of Proposed Legislation Governing Apprenticeship and Occupational Training". While this document was supportive of apprenticeship training, it stated that changes were required in the legislation governing that type of training to allow more flexibility for new occupations and trades into the next century.

The input generated by this request was coupled with the input from industry contained in the Minister's Review (1987). The result was the draft of proposed legislation contained in "The Training and Certification of Alberta's Skilled Work Force Discussion Paper" released by the Minister in June 1990. A copy of the proposed legislation is contained in Appendix H, page 373.

CHAPTER VII

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS FOR FURTHER STUDY

INTRODUCTION

Content in Chapter VI continued to examine the evolution of apprenticeship in Alberta from the period of 1980 to June 1990. This analysis included a review of the legislation involved in the system as well as the sporadic growth of the Apprenticeship System that occurred during that time frame. A detailed description of the development and implementation of Competency Based Apprenticeship Training (CBAT) was given. As well the results of the evaluation of the first year of a three year pilot project for CBAT was recorded.

SUMMARY

Apprenticeship has a long and consistent history, with the reputation as being an accepted and proficient method of training skilled workers to meet the needs of society. This form of training has filled those needs for societies that date from before the birth of Christ to the industrial societies of the twentieth century. As the methods of skilled labour in the industrial complex have become more sophisticated and exacting, the methods used to train skilled workers have changed and have been adapted to keep pace with the technologies used in industry and with the demands placed on industry by society.

Educational historians have written that itinerant apprentices and journeymen were a major means of technological transfer from the major population centres of Europe to the rural areas. Much of the structure and terms related to apprenticeship that were used centuries ago are still being used in the closing decade of the twentieth century. Terms such as: indenture, apprentice, journeymen and master.

From both a search of electronic data bases as well as a physical search of standard indices that report the findings of educational research, a number of dissertations and theses related to this descriptive study were identified. Dissertations by Bryce (1970) and Glendenning (1964) as well as the theses written by Yee (1977), Ramsay (1974), Broad (1972), Lowe (1963) and Simon (1963) were analyzed due to their relevancy to this report.

Commissioners of the Royal Commission on Industrial Training and Technical Education in their 1913 report were concerned about the lack of growth of industrial training in Canada. More recently, Oberle (1981) MP, Prince George - Peace River, attempted to influence the federal government to call a national conference on vocational education in Ottawa. The purpose of the conference was to establish a National Apprenticeship Policy to help solve Canada's human resource paradox. It was envisioned by Oberle that this Policy would be a collaborative effort between the two levels of government. His efforts proved to be fruitless.

Bell (1981), completed research which identified the alternatives of employer delivered technical training that would provide the Minister of the Department of Labour with policy alternatives for the delivery of technical training to indentured apprentices. The results of Bell's research were that two alternative policy statements were formulated. One policy alternative supported, in principle, the concept of the private sector providing technical training to indentured apprentices when circumstances warrant such training. The second policy statement was the antithesis of the first alternative because it stated that the provincial government could not support the concept of the private sector delivering classes in technical training to apprentices.

Six years later in 1987, the Employment and Immigration Commission contracted the Canadian Vocational Association to conduct a nationwide review of apprenticeship training. The logistics for this research were poorly planned for these reasons: the study was conducted during the summer holidays hence a low rate of response to the questionnaire and the study was conducted at the same time in Alberta as the Canada - Alberta Study on Apprenticeship Training (The Bilateral Study) which confused those in the province involved in both studies.

Another study, Canadian Automotive Repair and Service Industry - A Human Resource Study (1988), commissioned through a branch of Employment and Immigration Canada, examined the state of the automotive repair industry nationally. The major focus was to extrapolate the needs of the industry for skilled tradesmen over the next decade. The study dealt with the need for faster response in training to changing technologies, and the need to upgrade existing technicians in the field. Alarmingly, the study showed a decrease in the number of automotive apprentices in a time when the need for technicians was increasing.

Following the enactment by the federal government of the Vocational Training Coordination Act (1942), Alberta became one of three provinces in Canada to establish formal apprenticeship training when it entered into an agreement in 1944 with the federal government to provide apprenticeship training in the province on a cost shared basis.

A year after the enactment of Alberta's Apprenticeship Act (1944), J. P. White was appointed Director of the newly established apprenticeship system. When White retired, April 24, 1963, he was succeeded by Associate Director F. E. Whittle who became Director of Apprenticeship. Whittle's term of office spanned approximately nine years, 1963 - 1972. At that time, Gordon L. Peers was appointed to fill the vacancy. Peers held the position of Director of Apprenticeship until 1979 when R. H. Watson assumed the directorship following the retirement of Peers. Watson's term of appointment as Director of Apprenticeship Trade Certification Branch ended when he retired in 1984. Mr. Don W. Bell officially became the Executive

Director, Apprenticeship and Trade Certification Branch, on April 3, 1984.

TABLE 25

Director of Apprenticeship In Alberta: Years

DIRECTOR	YEARS
J. P. White	1944 - 1963
F. E. Whittle	1963 - 1972
G. L. Peers	1972 - 1979
R. H. Watson	1979 - 1984
D. W. Bell	1984

Apprenticeship in Alberta is industry driven and is a collaborative effort between the employer, the apprentice (employee), and personnel of the Apprenticeship Branch who provide for administration and direction to the program. This form of skill training has two major components, the industrial training phase (work experience, practical), and the technical training phase (in-school, theoretical). The latter is taught in a non-university post-secondary educational setting and can vary from four to eight weeks for each year of apprenticeship. Technical training was first offered in 1950 at the Provincial Institute of Technology and Art, later renamed, in 1962, the Southern Alberta Institute of Technology. With the continuous growth of apprenticeship, personnel of Alberta Advanced Education and Manpower in the early 1970's made the decision to regionalize technical training. This was accomplished by allowing the six public colleges outside the two major population centres the privilege to offer technical training for apprentices in certain trades only. Before a college could offer technical training for a specific trade it had to be approved by Program Services of Alberta Advanced Education and Manpower through its Program Coordination Policy.

In its forty-six year history as a branch of the provincial government, the "Apprenticeship Branch" had been under the control of five different departments bearing seven different names. The longest period of control was from 1959 to 1972 when the Branch was part of the Department of Labour. Data in Table 26 list the five departments that controlled apprenticeship and the years of control.

TABLE 26

Provincial Government Department That Controlled Apprenticeship: 1944 - 1990

DEPARTMENT	YEARS
1. Trade and Industry	1944 - 1947
2. Industry and Labour	1948 - 1959
3. Labour	1959 - 1972
Manpower and Labour	1972 - 1975
4. Advanced Education and Manpower	1976 - 1982
5. Alberta Manpower	1983 - 1986
Alberta Career Development and Employment	1987

There were two provincial legislative acts which preceded the Apprenticeship Act (1944). These Acts helped to establish the foundation for the subsequent legislation directed at the training of apprentices. The first of these was the Tradesmen's Qualification Act, 1936, (TQA) which was legislated because of the concern of public safety and the establishment of requirements of qualification for thirteen trades. These trades are listed in Table 1, page 95. This Act was followed by the Welding Act, (1941) which helped to rate the qualifications of trades engaged in the welding trades and provided a structure for administering the TQA.

Three years later, in 1944, the government enacted the Apprenticeship Act which set down the formal framework for apprenticeship in the province. The Act made provision for: defining the term apprentice; the registration and training of apprentices; creating the Provincial Apprenticeship Board; providing for a Director of Apprenticeship; making provision for the establishment of Local and Provincial Advisory Committees for each trade; and providing the training guideline of at least 4,000 hours of training for designated apprenticeable trades.

In 1976 the legislature of the province enacted the Manpower Development Act which repealed the Tradesman's Qualification Act, The Welding Act, and The Apprenticeship Act. The Manpower Development Act modified the structure of the system when it established The Apprenticeship and Trade Certification Board; made provisions for the establishment for program advisory systems of Local and Provincial Apprenticeship Committees and amalgamated the previous three Acts under a single Act. The Manpower Development Act called for the categorization of a trade under one or more of three divisions. Division 1 indicates there is an apprenticeship program for that trade but it is not compulsory for persons working in that trade. Any trade designated under Division 1 is also designated under Division 2, Voluntary Certification, unless that trade is specifically designated under Division 3, as requiring Compulsory Certification or registration as an apprentice. Division 3 trades are those which perform work that could cause a danger to the public safety unless performed by qualified or supervised persons. Table 27 on page 314, contains a list of trades controlled under the Manpower Development Act (1976) in alphabetical order and shows the division in which each trade is placed.

As well as the three divisions of trades defining the types and conditions of apprenticeship in these trades, 22 trades in Alberta are recognized as Interprovincial Standards Trades or Red Seal Trades. This program allows for the mobility of skilled tradesmen, granting them freedom to move from one province to another without the need for further certification in those trades by the receiving province.

The Red Seal Program was first discussed among the Directors of Apprenticeship from across Canada. This discussion took place in 1954 and later this topic was the focus of discussion at subsequent interprovincial conferences on apprenticeship. It was not until 1958 that the Red Seal Program became operational. The first trade to be designated under the Interprovincial Standards Program was Motor Mechanics on

TABLE 27

Apprenticeship Trades Controlled by the

MANPOWER DEVELOPMENT ACT

	APPRENTICESHIP TRADES	DIV 1	DIV 2	DIV 3
1.	Agricultural Mechanic	X	X	
2.	Appliance Serviceman	X	X	
3.	Auto Body Mechanic	X		X
4.	Baker	X	X	
5.	Barber	X		X
6.	Beautician	X		X
7.	Boilermaker	X	X	
8.	Bricklayer	X	X	
9.	Cabinetmaker	X	X	
10.	Carpenter	X	X	
11.	Cement Finisher	X	X	
12.	Communication Electrician	X	X	
13.	Cook	X	X	
14.	Crane & Hoisting Equip Operator	X		X
15.	Electrical Rewind Mechanic	X	X	
16.	Electrician	X		X
17.	Electronic Technician	X		X
18.	Elevator Constructor	X		X
19.	Floorcovering Mechanic	X	X	
20.	Gasfitter	X		X
21.	Glassworker	X	X	
22.	Heavy Duty Mechanic	X		X
23.	Instrument Mechanic	X	X	
24.	Insulator	X	X	
25.	Ironworker	X	X	
26.	Landscape Gardener	X	X	
27.	Lather-Interior Systems Mech	X	X	
28.	Machinist	X	X	
29.	Millwright	X	X	
30.	Motor Mechanic	X		X
31.	Motorcycle Mechanic	X		X
32.	Painter and Decorator	X	X	
33.	Partsman	X	X	
34.	Plasterer		X	
35.	Plumber	X	X	
36.	Power Lineman	X	X	
37.	Power Systems Electrician	X	X	
38.	Print & Graphic Arts Craftsman	X	X	
39.	Projectionist		X	
40.	Recreational Vehicle Mechanic	X		X
41.	Refrigeration Mechanic	X		X
42.	Roofer	X	X	
43.	Sawfiler	X	X	
44.	Sheet Metal Worker	X		X
45.	Sprinkler Systems Installer	X	X	
46.	Steamfitter-Pipefitter	X		X
47.	Steel Fabricator	X	X	
48.	Tilesetter	X	X	
49.	Tool and Die Maker		X	
50.	Transport Refrigeration Mech	X	X	
51.	Water Well Driller	X	X	
52.	Welder	X		X

January 1, 1959. The trade of Beautician was classified as a Red Seal Trade in 1988. Of the 52 apprenticeable trades recognized in the province, 22 are designated as Red Seal Trades by the Interprovincial Standards Program Coordinating Committee. In Table 28 are data which list these 22 trades and the year that each was granted Red Seal status.

TABLE 28

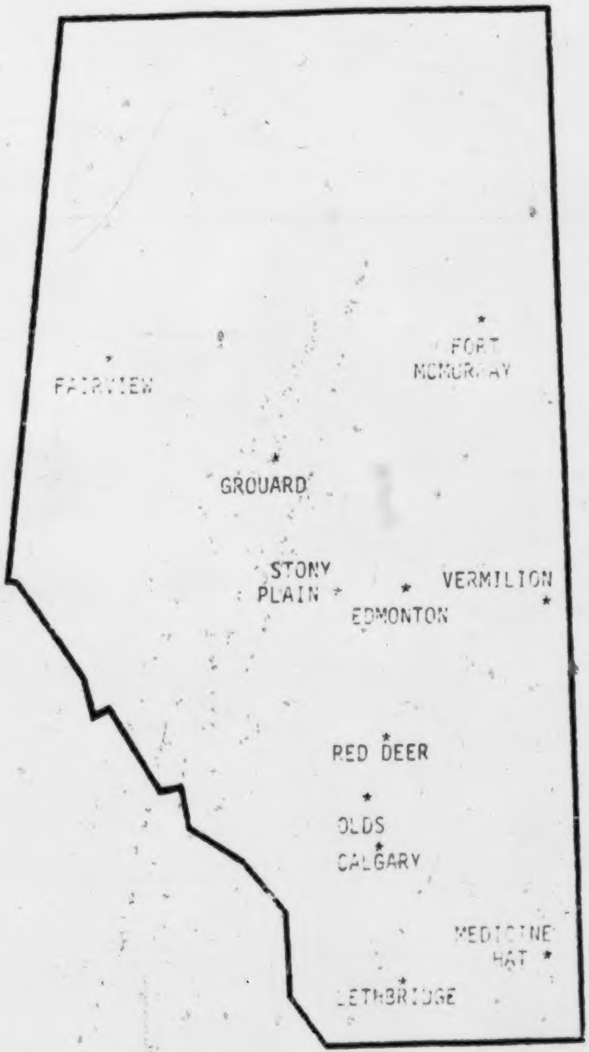
Trades in Alberta Recognized by the Red Seal Program: Year Effective

TRADE	YEAR
1. Motor Mechanic	1959
2. Plumber	1961
3. Carpenter	1961
4. Sheet Metal Mechanic	1962
5. Electrician	1962
6. Heavy Duty Mechanic	1963
7. Auto Body Mechanic	1964
8. Electronic Technician	1965
9. Refrigeration Mechanic	1965
10. Bricklayer	1967
11. Millwright	1967
12. Machinist	1967
13. Steamfitter-Pipefitter	1967
14. Painter and Decorator	1972
15. Cook	1972
16. Instrument Mechanic	1976
17. Boilermaker	1979
18. Power Lineman	1979
19. Welder	1979
20. Sprinkler System Installer	1982
21. Roofer	1987
22. Beautician	1988

Since 1983 when the Department of Advanced Education and Manpower became two separate departments, Advanced Education has acted as broker purchasing training spaces for apprentices at the training institutions. Map 11, page 316, shows the location of each non-university post secondary institution

MAP 11

LOCATION OF INSTITUTIONS OF ADVANCED EDUCATION THAT OFFER TECHNICAL TRAINING TO APPRENTICES: 1990


FAIRVIEW
FORT
MCMURRAY
GROUARD
STONY
PLAIN
EDMONTON
VERMILION
RED DEER
OLDS
CALGARY
MEDICINE
HAT
LETHBRIDGE

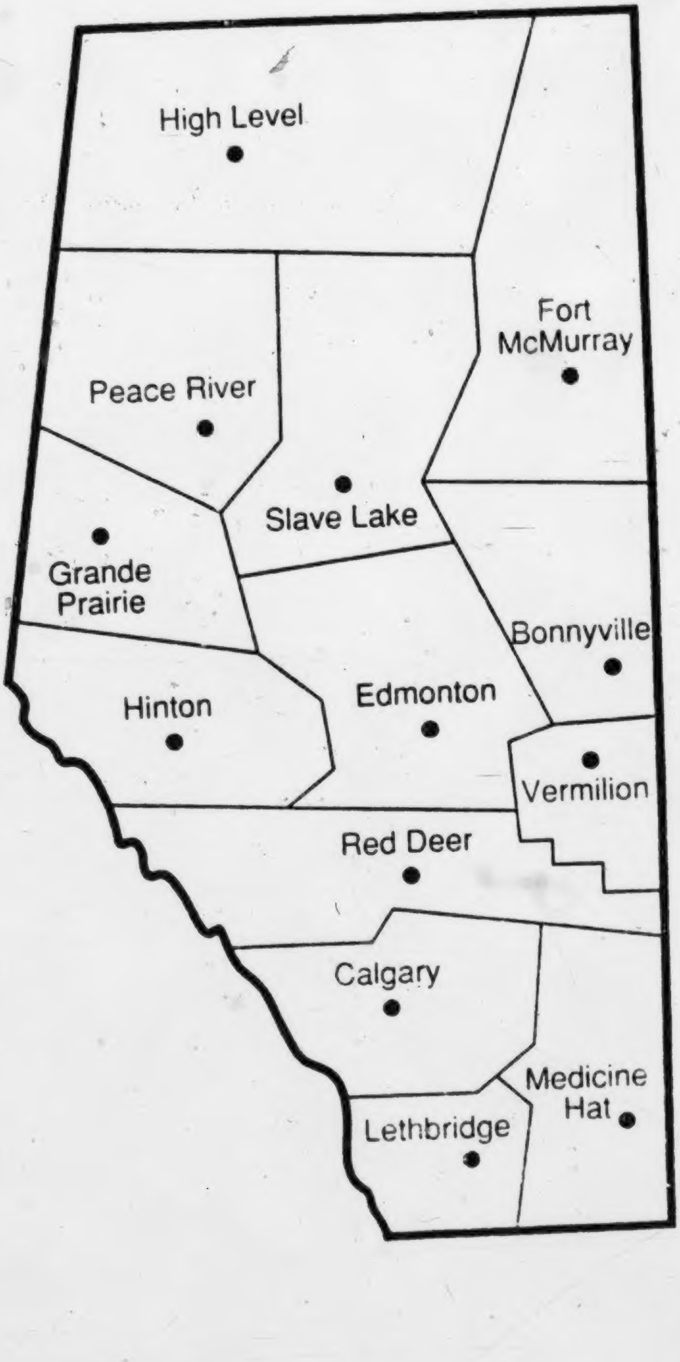
under the jurisdiction of Alberta Advanced Education that offer technical training to apprentices. Information on this summary map also includes the year when a public college or an institute of technology first offered technical training.

When the apprenticeship system was first implemented in 1945 a regional office was established in Calgary. This office was established to serve the needs of apprentices in the southern half of the province and to provide information to those interested in becoming an apprentice. The Edmonton office served an identical purpose. As the system grew and developed additional regional offices were opened in decentralized locations throughout the province where they could best serve the population of the province. On page 318 is Map 12 which shows the location of each regional office. Note that each provincial zone contains a regional office as well as a non-university post secondary institute except for Hinton.

In the history of the apprenticeship program in Alberta there were two periods of time when the Minister and his staff responsible for the program became concerned because of declining registrations. The first period was in 1970 when, although the province had a buoyant economy, apprenticeship enrolments began to decline. In an effort to stem this decline the Minister of Manpower and Labour launched the "Blue is Beautiful" campaign. This was a province wide two month media blitz using both print and electronic media. This campaign was considered a success because of the number of inquiries received.

MAP 12

LOCATION OF REGIONAL OFFICES AND REGIONS OF APPRENTICESHIP AND TRADE CERTIFICATION: 1990


High Level
Fort McMurray
Peace River
Slave Lake
Grande Prairie
Bonnyville
Hinton
Edmonton
Vermilion
Red Deer
Calgary
Medicine Hat
Lethbridge

In early 1990 the second advertising campaign was launched and called "Good Work Has its Rewards", and made extensive use of both print and electronic media. The target populations of the advertisements included both women and people younger than were normally associated with apprenticeship in Alberta. At the time of completion of this study it was too early to comment on the success of the most recent campaign.

When the decade of the eighties came into existence the economy of the province was expanding and apprentice registrations were on the increase both NAIT and SAIT were experiencing enormous enrolment pressures and both institutions were running short of instructional space. To help alleviate these problems provincial authorities announced that a third institute of technology would be built at Stony Plain. Construction for the campus of the Westerra Institute of Technology began on September 20, 1982 with the official sod turning ceremony. In the interim and to provide Westerra with technical training programs, seven apprenticeship programs were transferred from NAIT.

The lifespan of Westerra as a public institution was relatively short. By Ministerial Order the Board of Governors was disbanded and on April 15, 1987, Dr. Andy Hendry, Director of Private Vocational Schools, Alberta Advanced Education, was appointed administrator. This structure of administration for the institute continued until February 1, 1990 when the Minister of Advanced Education announced that NAIT would assume control of Westerra that summer. When the announcement was made by the Minister it was implied in his statement that the province would save 2.8 million dollars annually by having one administration for both institutions. It is now a satellite campus of NAIT.

The foundation of the technical training portion of apprenticeship in Alberta has been based on the lock-step concept of fixed entry, fixed content and fixed exit. Early in 1970, instructors for the Sheet Metal apprentices at NAIT instituted a self-paced program. The basis of this program was a selection of self-paced learning modules that were available to the apprentices in an area set aside for the program at NAIT. The instructors involved with this pilot found that NAIT, and other instructors on staff, did not understand or support the program. This program, SLATE, lasted only two years, folding after the pilot period had ended.

In the late 1970's the Dean of Technical Training of Red Deer Community College, one of the public colleges granted permission to offer technical training, discussed with staff the possibility of applying the principles of Competency Based Education to the Pre-Employment Carpentry Program. Resulting from this discussion modules were prepared and the program was administrated using Competency Based Education principles. This proved to be successful and the modules were adapted and applied to Carpentry apprentices in the first year of their program. After the first year of piloting it was found that a number of apprentices completed the modules in less than eight weeks. Because of the regulations for this trade apprentices who completed the modules early were required to remain in school for the assigned eight week period. This was in violation of the open exit concept of Competency Based Education. Although personnel of the College considered this an experiment, it did not have the approval of either the federal government or the Apprenticeship and Trade Certification Branch.

On December 9, 1985 the Director, Program Planning and Development Branch, Alberta Manpower, issued a memorandum to the managers of the Branch informing them that they were to proceed with the development of the concept for Competency Based Apprenticeship Training (CBAT). This training would be limited to three trades, Carpenter, Electrician, and Welder. The director ended the memorandum by asking that the managers have a detailed report on his desk for February 15, 1986.

Approximately a year later, December 22, 1986 the Competency Based Apprenticeship Training Task Force Final Report (CBAT) was submitted for review and analysis. It was acknowledged in this report that the technical training component of apprenticeship would be most affected with the shift to CBAT. The three trades listed in the memorandum were selected because of the high degree of practical/theoretical mix. Welding is a trade that relies heavily on practical experience, Electricity has its emphasis on the theoretical, and Carpentry employs a mix of 50% practical and 50% theoretical.

The conceptual model for technical training for CBAT was based on fixed entry with fixed learning with variable time for the completion of content or open exit. Entry to CBAT had to be fixed to facilitate the scheduling of apprentices for technical training. The work experience component (practical) would remain as prescribed in the specific trade regulations.

Seconded personnel working under the direction of the relevant Program Development Officer were responsible for preparing the learning modules. These modules would be piloted with apprentices at the following sites: NAIT, Electrical; Red Deer Community College, Carpenter and Welder; SAIT, Carpenter and Welder; and Lethbridge Community College, Electrical.

For the pilot programs, 404 apprentices were selected. Among these apprentices there were 105 Welders who traditionally would have six weeks of technical training, 167 Electricians and 132 Carpenters whose period of technical training under traditional programs would require eight weeks to complete.

The implementation schedule for CBAT Technical Training was placed on a phased-in sequential pattern beginning with Period 1 in September, 1988 and ending with Period 4 in September 1991. The period of the pilot project would span the years 1988 through 1992. CBAT is a pilot project that includes only three of the trades in Alberta. The results of the evaluation will determine its fate.

To evaluate the pilot project private consultants were contracted by Alberta Career Development and Employment. This team conducted the first evaluation between February and August 1989. The more significant findings of the first evaluation show: nearly 92% of the apprentices involved in CBAT training want to return to it; 76% of the instructors prefer teaching with CBAT; and apprentices tended to remain in class longer than those enroled in traditional classes. The evaluators identified three major problems associated with CBAT. These were: problems with support in curriculum development; problems and errors in materials; and inadequate prerequisite skills of the learners. These results should be viewed with caution because the evaluation of the first year of the pilot was considered remedial.

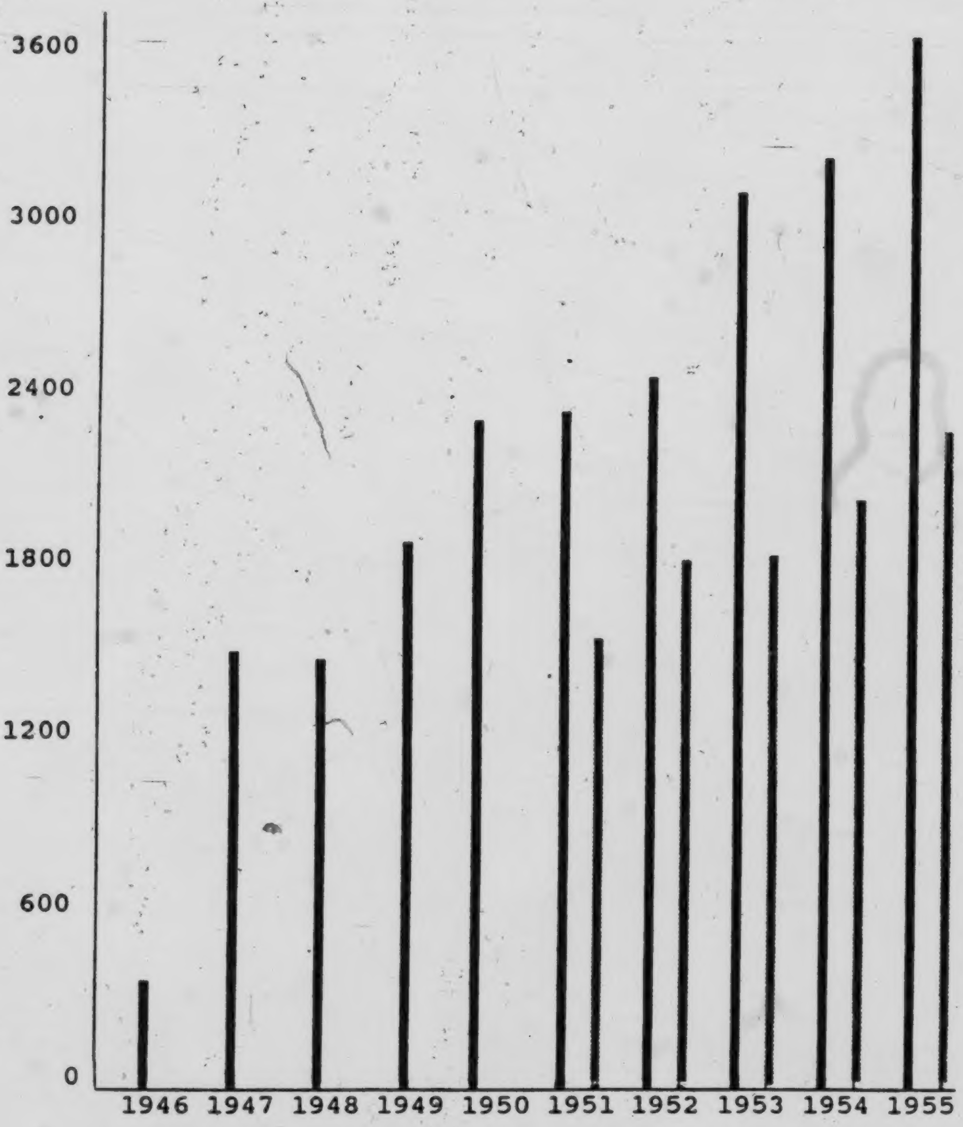
Evaluation Report #2 was released in October of 1990. This evaluation was more positive than the first, largely because many of the problem areas recognized by the first evaluation had been addressed before the second evaluation was initiated. Nineteen positive points related to CBAT were listed in this report. As with the first report this one also examined and listed areas of problems in the CBAT system.

Over the years from 1944 when Alberta first became involved in apprenticeship training through the Alberta-Canada Agreement signed with Ottawa under the provincial Apprenticeship Act (1944) the number of registered apprentices has grown to 28,157 in 1989 from 386 in 1946. In Graph 6 are data which show levels of participation in Apprenticeship training for the period 1946-1955. These data show a continuous increase in the number of registered apprentices and the number of apprentices enroled for technical training between 1946 when 386 apprentices registered and 1955 when 3638 apprentices were recorded, an increase of 943%. (See Graph 6, page 325) It took the provincial apprenticeship authorities until 1951 to offer formalized technical training to apprentices in Alberta in a technical institute. That training was offered at the Provincial Institute of Technology and Art in Calgary to apprentices from all regions of the province because it was the only institute of technology in the province.

Data in Graph 7, page 326, when compared to data from Graph 6 clearly show the continuous rate of increase of apprenticeship registrations between 1946 and 1965. Similarly, the number of apprentices attending technical training shows a near parallel rate of growth. In the nine year period between 1956 and 1965 the number of apprenticeship registrations increased by 2178. Within the nineteen year period from 1946 to 1965 apprenticeship registrations increased from 386 to 6055, an increase of 1569%. It must be remembered that during this same period the population of the province also increased which created a ripple effect throughout both the goods producing and the service producing sectors of Alberta's economy. It was during the start of the negative slope represented by 1971 (See Graph 8 page 327) that the Minister of Manpower and Labour initiated the "Blue is Beautiful" campaign throughout the province to interest youth, those between the age of 17 and 24, to enrol in an

Graph 6

APPRENTICESHIP PARTICIPATION IN ALBERTA BY YEAR 1946[51] - 1955



▮ = Number of apprentices registered in Alberta.
▮ = Number of apprentices who attended technical training.

Taken from: Apprenticeship Enrolment Statistics, Wayne Nixon, Registrar, Apprenticeship and Trade Certification.

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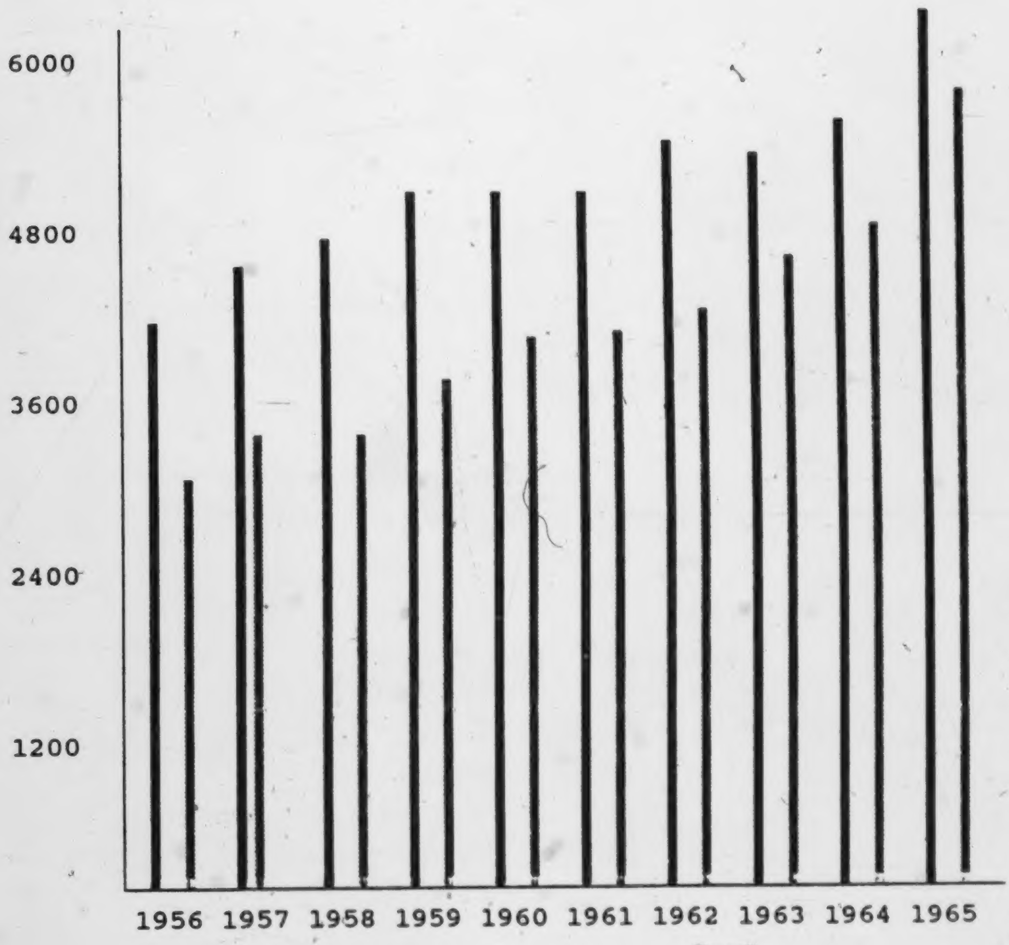
[51] Apprenticeship and Trade Certification figures show that no apprentices attended formal technical training sessions until 1951.

Graph 7

APPRENTICESHIP PARTICIPATION IN ALBERTA BY YEAR: 1956-1965



▮ = Apprentices registered in Alberta.
▮ = Apprentices who attended technical training sessions.

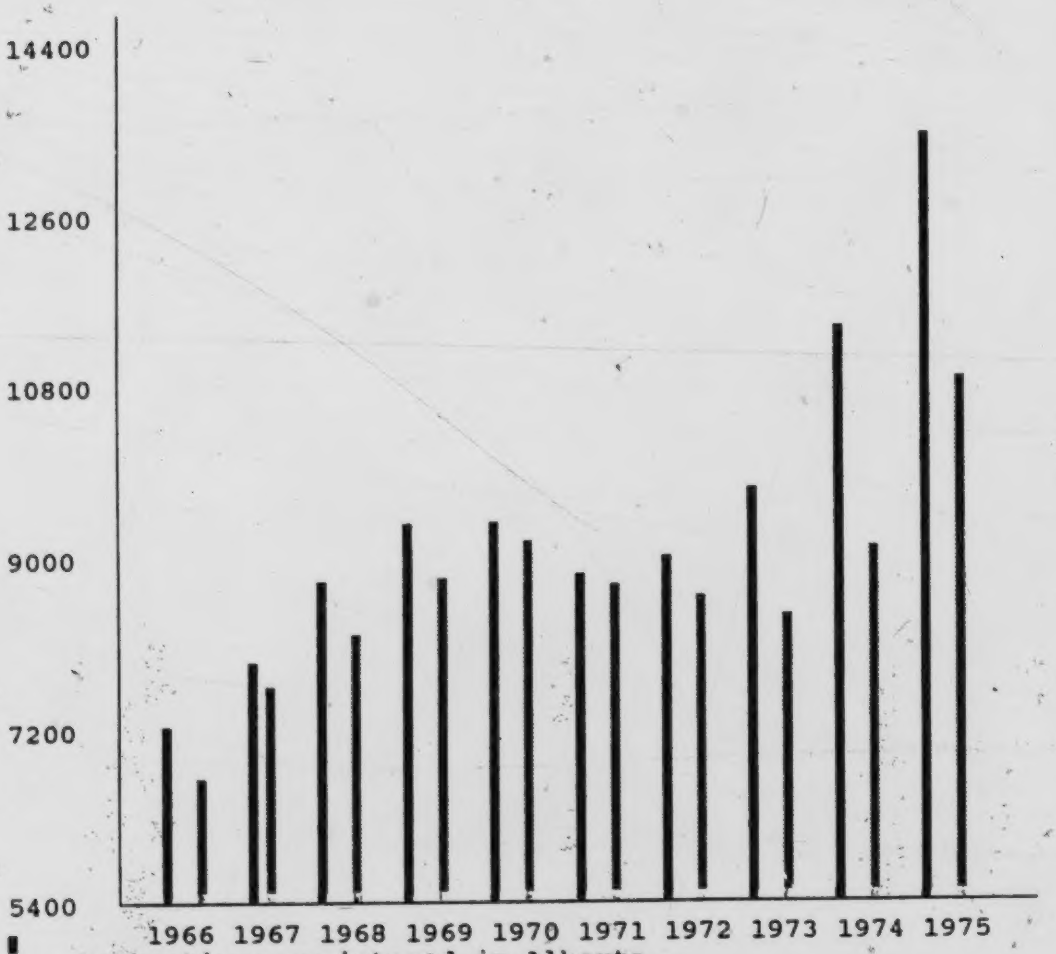
Taken from: Apprenticeship Enrolment Statistics, Wayne Nixon, Registrar, Apprenticeship and Trade Certification.

apprenticeship program as a means of making a career choice.

Although there is a negative slope in this graph it becomes evident when comparing the bars on the graph that the negative slope is of minor importance and in no way detracts from the great increase in registration indicated by the overall slope of the whole graph. This increase of over 6000 apprentice registrations can also partly be explained by the

Graph 8

APPRENTICESHIP PARTICIPATION IN ALBERTA BY YEAR: 1966-1975[52]



▮ = Apprentices registered in Alberta.
▮ = Apprentices who attended technical training sessions.
Taken from: Apprenticeship Enrolment Statistics, Wayne Nixon, Registrar, Apprenticeship and Trade Certification.

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[52] The area of negative slope on the graph may be explained by the fact that personnel of the Apprenticeship Branch began to keep track of apprenticeship figures on a calender year rather than a school year basis, a practice used prior to 1970.

increase in the number of trades that fell under the control of Alberta's Apprenticeship System in the years from 1966 to 1975.

To illustrate the continuous growth in apprenticeship registrations between 1976 and 1985 the fourth bar graph was prepared. (See Graph 9 page 329) It should be evident that the apprenticeship registrations reached their zenith in 1981 with 28,157 registrations. There was a slight decline in registrations in 1982. In subsequent years registrations continued to decline.

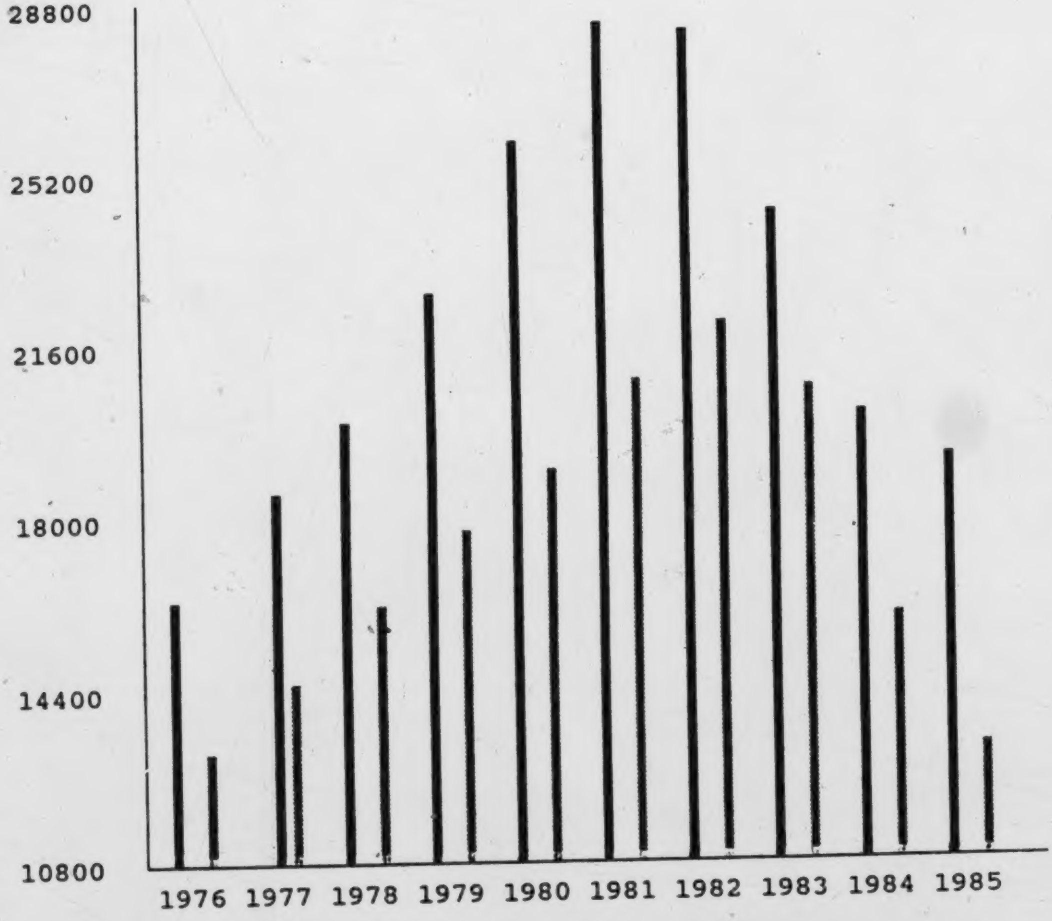
Comparing the bars for apprentices who attended technical training in Graphs 7 and 8 with the number of registered apprentices it becomes apparent that these numbers never equalled one another. The reason for this discrepancy might have been that there were apprentices who for various reasons preferred to work rather than attend technical training sessions at an institute or a college. Other possible explanations could be that apprentices attending private vocational schools and apprentices attending technology programs are not required to attend technical training sessions outside of their programs.

Apprenticeship registrations for 1986 and 1987 continued to decline but fell at a rate of less than 10% over the two years from 1985 to 1987. One of the reasons for this reduction in the decline of registrations could be that the effects of the recession of the early 1980's had begun to dissipate.

Data in Graph 10 (page 330) show the registration in apprenticeship and the numbers of apprentices who attended technical training sessions at one of the non-university post secondary institutions in Alberta from 1986 to 1989.

Graph 9

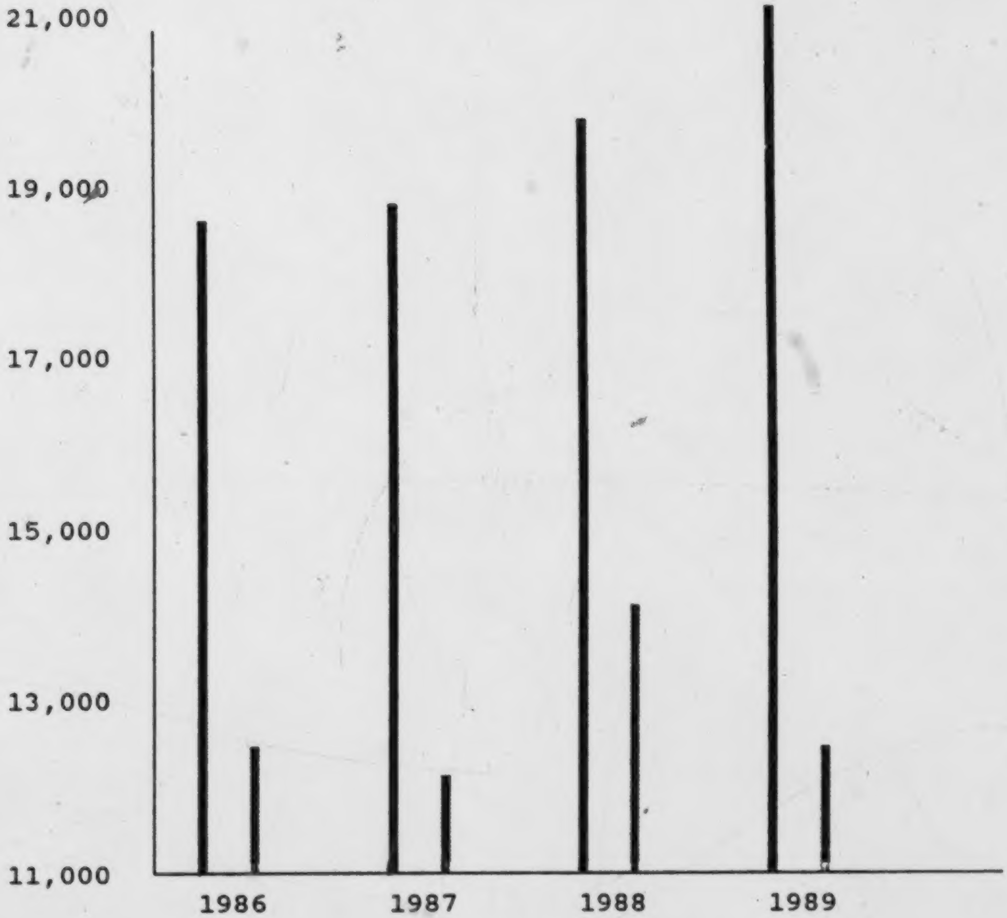
APPRENTICESHIP PARTICIPATION IN ALBERTA BY YEAR: 1976-1985



▮ = Apprentices registered in Alberta.
▮ = Apprentices who attended technical training sessions.
Taken from: Apprenticeship Enrolment Statistics, Wayne Nixon, Registrar, Apprenticeship and Trade Certification.

Graph 10

APPRENTICESHIP PARTICIPATION IN ALBERTA BY YEAR: 1986-1989



▮ = Apprentices registered in Alberta.
❙ = Apprentices who attended technical training sessions.
Taken from: Apprenticeship Enrolment Statistics, Wayne Nixon, Registrar, Apprenticeship and Trade Certification.

Aggregating the enrolment statistics in the five graphs the success that apprenticeship training has enjoyed as a training system to provide skill tradesmen becomes evident with little sign of this success abating.

Over the years that Alberta has used apprenticeship as a recognized training system for skilled labour there have been a number of workers who have, for various reasons not completed their training, Data in Table 29 represent those figures along with the numbers of apprentices registered for the years 1946 to 1965. This starting point is the first year for which there are data on registrations.

TABLE 29

NUMBERS OF APPRENTICES REGISTERED: CONTRACT CANCELLATIONS: YEAR

APPRENTICES REGISTERED	CONTRACT CANCELLATIONS	YEAR
386	--	1946
1,486	--	1947
1,464	--	1948
1,869	--	1949
2,297	--	1950
2,328	--	1951
2,445	--	1952
3,095	--	1953
3,208	--	1954
3,638	--	1955
3,876	718	1956
4,266	872	1957
4,462	991	1958
4,789	851	1959
4,777	863	1960
4,782	1,070	1961
5,153	884	1962
5,066	881	1963
5,293	1,174	1964
6,055	1,011	1965

Data in Table 30, page 332, represent the numbers of apprentices registered in Alberta and the numbers of

Apprenticeship Contracts that were cancelled between the years 1966 and 1989.

TABLE 30

NUMBERS OF APPRENTICES REGISTERED: CONTRACT CANCELLATIONS: YEAR

APPRENTICES REGISTERED	CONTRACTS CANCELLED	YEAR
7,130	1,108	1966
7,797	966	1967
8,642	1,037	1968
9,239	912	1969
9,243	1,179	1970
8,716	1,241	1971
8,898	1,110	1972
9,596	1,237	1973
11,280	1,321	1974
13,303	1,422	1975
16,059	1,503	1976
18,327	1,956	1977
19,805	2,122	1978
22,525	2,385	1979
25,699	3,023	1980
28,157	2,851	1981
27,953	2,737	1982
24,188	3,060	1983
19,976	3,438	1984
19,017	2,770	1985
18,693	2,907	1986
18,703	3,209	1987
19,631	2,589	1988
20,952	2,951	1989

In January of 1990, the Honourable N. Weiss, Minister of Career Development and Employment, requested public input into provisions to be contained in a new Bill defining the roles of apprenticeship and occupational training. Coupling the feed back from that request with the information gathered through the Minister's Review (1987) Weiss and his staff drafted a proposed bill tentatively scheduled for introduction into the Legislature for spring 1991.

In 1988 John Ritter and Don Bell were pivotal in forming the Alliance of Western Provinces and Territories Apprenticeship Board Chairmen and Directors. This group's mandate included items such as promoting apprenticeship training, both in government circles and the general public, lobbying activities on behalf of apprenticeship and generally furthering the cause of apprenticeship. The title of the group was changed to reflect the tenuous position the Directors were in as members of the group and as government bureaucrats. While the aims of the Alliance remained basically unchanged, the title evolved to the Western Canada Alliance of Apprenticeship Board Chairmen, leaving the Directors as ex-officio members.

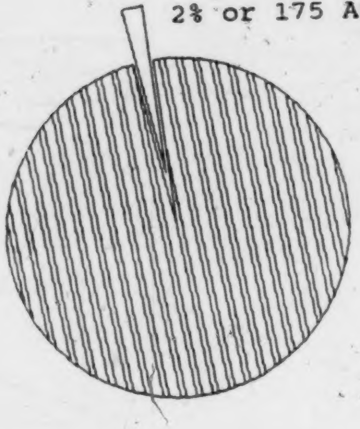
Since the genesis of apprenticeship training in Alberta in 1944, the system has grown to 52 designated trades, 22 of which are approved by the Interprovincial Standards Program Coordinating Committee as Red Seal trades. Methods of instruction have changed from lock step classroom instruction with on site visitations by the instructors to modularized learning packages and self-paced learning in non-university post secondary institutions coupled with on-site visits from trained apprenticeship officers to ensure fair treatment of all apprentices.

Apprenticeship is a system of training where the apprentice earns while he learns and has a valid work experience component (practical) and a theoretical component (technical training). Technical training varies in length with the various trades. Initially technical training was concentrated at the Provincial Institute of Technology and Art when that institution accepted its first class of apprentices in 1951 for that portion of their training. This arrangement continued until 1963 when NAIT accepted its first classes of apprentices for technical training. In an effort to decentralize technical training, to decrease the enrolment pressures on the two institutes of technology, and to make this training more accessible to all Albertans the public colleges, with the exception of Mount Royal College and Grant MacEwan Community College, were granted permission by Program Services of the Department of Advanced Education and Manpower to offer technical training for approved trade areas. The percentage of apprentices that attended either the institutes of technology or the public colleges for 1970, 1980 and 1989 is shown in the following three pie-graphs, one for each of these years.

It should be evident from the percentages shown in this graph that in 1970 both NAIT and SAIT offered the majority of the technical training for apprentices in Alberta who attended either a public college or an institute of technology. Of the public colleges in Alberta only two, Fairview and Lethbridge, were granted the privilege of offering technical training to apprentices in 1970.

Graph 11

Percent Apprentices Attending Non-university Institutions for Technical Training: 1970

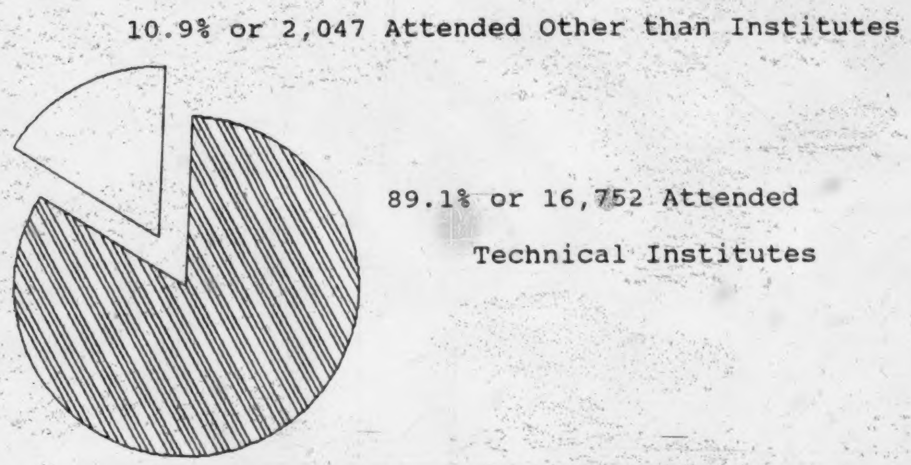


Total 8,888 Apprentices

The concept of program decentralization of Alberta Advanced Education continued into the 1980's where seven of the nine public colleges in the province were involved in providing apprenticeship technical training for selected trades. Before any of these public colleges could offer this type of training it had to receive approval from Program Services to prevent proliferation of programs. The new colleges were: Keyano College, Lakeland College, Medicine Hat College, Olds College and Red Deer College. Comparing data from Graph 11 with data from Graph 12 it becomes abundantly clear that the public colleges experienced an increase in the percentage of apprentices they received for technical training from 2% or 175 apprentices from a total 8,888 to 9.9% or 1,840 apprentices of 18,799. There were 207 apprentices, or 1% of the total, who received their technical training from their employers rather than attending school.

Graph 12

Percent Apprentices Attending Non-university Institutions for Technical Training: 1980

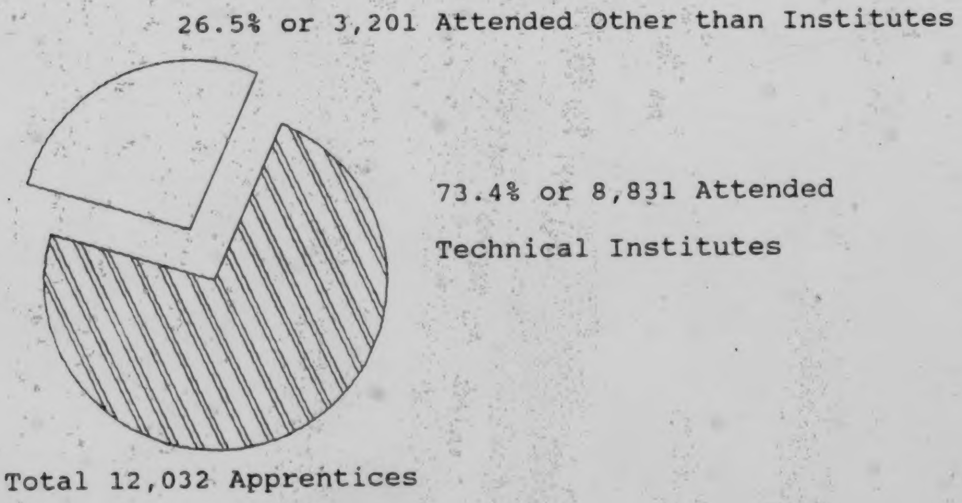


Total 18,799 Apprentices

By 1989, the percentage of apprentices enroled in seven public colleges for technical training increased to 2,992 or 24.8%. At the same time employers trained 33 apprentices, private vocational schools trained 156 apprentices, and 20 apprentices were assigned to the British Columbia Institute of Technology. These figures give a total of 209 or 1.7% of the total number of apprentices attending technical training. The number of apprentices enroled in the three institutes of technology declined to 8831 or 73.3%. These data are shown in Graph 13.

Graph 13

Percent Apprentices Attending Non-university Institutions for Technical Training: 1989



A comparison of data in Graph 11, 12 and 13 show that in a period of nineteen years, 1970 to 1989, provincial authorities were successful in their efforts to decentralize the technical training component of apprenticeship by sharing it between the technical institutions and the public colleges.

CONCLUSIONS

From data collected and analyzed for this descriptive study of the evolution of the apprenticeship system in Alberta the following conclusions can be drawn.

Apprenticeship is a viable and effective method of training high quality skilled workers to meet the manpower needs of the province. Provincial authorities concerned with the administration of apprenticeship and provincial legislators have made every effort to provide legislation that would increase the efficiency of the program and keep it viable and relevant. The limited research conducted for apprenticeship in all its phases has helped to provide background information to administrators who provide direction and leadership to the program.

There is a correlation between demographics in the province and the number of apprentices registered, when the population increased so did the registrations for apprentices. The number of registered apprentices also correlated with economic conditions. When the province had a buoyant economy there was a high incidence of apprentice registrations.

When the economic base of the province shifted from an agrarian base to an industrial base the number apprenticeable trades in the service sector increased proportionally. Of the 52 apprenticeable trades recognized in the province, six could be classified as building trades, these are trades where a high degree of judgement predominates and the job is defined as a complete whole, e.g., building a house. service trades are those which provide a service to Albertans. Mechanical occupations are those occupations that involve the repair, overhauling or installation of machines, e.g., Motor Mechanics. Nearly half, 22, of the 52 registered trades have been designated as Red Seal trades.

In an effort to provide better service to apprentices administrators of apprenticeship have established 11 regional offices scattered throughout the province. These regional offices are located in zones in which are found a public institution which offers technical training. This permits personnel of these offices to liaise with both the institutions and the industries in the region. Map 12 on page 318 shows these locations.

Personnel associated with apprenticeship in the province have developed and are piloting an alternative method of delivering technical training to apprentices through Competency Based Apprenticeship Training (CBAT) which is an attempt to individualize instruction. This, along with other attempts to break with traditional lock step methods of instruction previously used for technical training, hold great promise for the future. CBAT places the responsibility for learning on the learner. This should reduce training time and costs as well as increase the effectiveness of training.

Although the current system works well, there must be some changes made in the methods used to recruit visible minorities, Native Canadians, women and the handicapped as apprentices. Members of these groups do not take advantage of the opportunities to enjoy the benefits offered by apprenticeship training. These groups do not participate in the system in the proportions that they occupy in the province's population. It has also been demonstrated that these groups are in need of the security that apprenticeship training and employment in skilled labour areas could provide.

Other changes to the apprenticeship system must also occur. Methods of payment to apprentices while attending technical training must be streamlined to avoid undue hardships to apprentices during this period while their wages are reduced. The wages paid to apprentices must also be increased to permit more individuals the freedom to become involved in apprenticeship training without facing personal hardship while preparing for journeyman certification.

RECOMMENDATIONS FOR FURTHER STUDY

The following recommendations are based on the findings of this research and are directed at those identified.

Personnel - Apprenticeship and Trade Certification

It is recommended that an independent body with no biases toward apprenticeship be contracted to monitor the progress and the difficulties associated with Competency Based Apprenticeship Training (CBAT). It seems clear that CBAT, when properly instituted and fully supported by employers, apprentices, instructors and apprenticeship personnel, should be a viable and cost-efficient method of presenting apprenticeship technical training utilizing open exit to return the apprentice to the work force in the shortest time possible. This monitoring process would help to identify problem areas of various components within a learning module.

It is recommended that Apprenticeship and Trade Certification give consideration to conducting a longitudinal empirical study to measure both the amount of learning and the amount of retention of apprentices who completed technical training under CBAT when compared to apprentices who completed their training under the traditional delivery system.

It is recommended that personnel of Apprenticeship and Trade Certification conduct a follow-up study of apprentices who became aware of apprenticeship opportunities following the "Good Work Has Its Rewards" campaign to determine the success of that campaign. These statistics could determine the efficiency of this multi-media campaign and could be used as a model for future awareness campaigns.

Recommendations to Other Researchers

From the perspective of the researcher the major disadvantage in completing an evolutionary descriptive research project is that, because of the dynamics of society, it is impossible to "complete" a project on an area that is constantly evolving. The findings of the research show that it is a truism that apprenticeship will continue to exist and evolve as the wants and the needs of society change as long as there is a need for skilled tradespeople. Unless the evolutionary development and changes are documented they can become lost. Therefore, it is recommended that this study be replicated every decade to allow for the ease of tracing pertinent documents and statistics before they become archival material. It would also allow for the collection of oral histories from apprenticeship personnel who served in leadership positions while the material is fresh in the minds of these individuals.

Researchers should approach the statistics in the annual reports of the different provincial departments with caution. The caution to be observed when using these statistics is to determine the type of year that is being used by the reporting department. The provincial government uses three different types of years for reporting statistics: fiscal year; school year; and calendar year. Fiscal year is reported from April 1st to March 31st; school year from September 1st to June 30th;and calendar year January 1st to December 31st. Apprenticeship and Trade Certification uses a calendar year to report apprentice registrations. It is strongly recommended that only statistics from Apprenticeship and Trade Certification be used when reporting enrolments as the statistics used by the governing departments can contain numbers that are not apprentices or are not pure apprenticeship courses.

It is strongly recommended that any researcher wishing to replicate this research secure the cooperation of the personnel of Apprenticeship and Trade Certification. The assistance of these individuals is invaluable and so is their everyday working knowledge of the system.

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APPENDIX A

This appendix contains a list of the more significant federal acts that were passed in support of vocational and technical education.

FEDERAL LEGISLATION SUPPORTING VOCATIONAL AND TECHNICAL EDUCATION	YEAR PASSED
Technical Education Act	1919
National Employment Commission Act	1936
Unemployment and Agricultural Assistance Act	1937
Youth Training Act	1939
Vocational Training Coordination Act	1942
Technical and Vocational Training Assistance Act	1960
Adult Occupational Training Act	1967
National Training Act	1982

APPENDIX B

In this appendix can be found the *Proposed Policy for the Technical Training of Apprentices by Employers* taken from the study completed by Bell, *A Report to the Honourable Ernie D. Isley Minister, Department of Manpower, Province of Alberta on the Delivery of Apprenticeship Technical Training Programs by Individual Employers*.

PROPOSED POLICY FOR THE TECHNICAL TRAINING OF APPRENTICES BY EMPLOYERS

The Apprenticeship and Trade Certification Branch of Alberta Advanced Education and Manpower, under the Authority of the Manpower Development Act, administers Apprenticeship Programs designated under the Act. Arrangements for technical training classes and the subsequent examination of apprentices are responsiblilities of the Branch. While it is the responsibility of the Provincial Government to arrange and provide the delivery of technical training for apprentices in public institutions, it may sometimes be desirable to have a private sector employer deliver technical training classes on the plant site when conditions so warrant.

1.0 Policy Statement

Given this government's interest in maintaining a highly qualified work force, and recognizing the merits of on-site provision of training opportunities for apprentices, government supports the concept of the private sector providing training classes to indentured apprentices when circumstances so warrant.

2.0 Basic Principles

The principles listed below should be considered when an employer seeks approval to provide technical training for apprentices.

2.1 Only those employers who have the employee volume to permit the delivery of viable, ongoing technical training at all levels of the apprenticeship program in a designated trade should be considered for involvement in employer based training.

2.2 Employers must provide approved instructional facilities, equipment and instructional personnel.

2.3 Employers must agree to implement curricula, training practices and procedures established by the Apprenticeship and Trade Certification Board and agree to provide access to their premises to Apprenticeship and Trade Certification Branch personnel for purposes of supervision and review of training and trainees and testing of trainees.

2.4 Employers who provide training equivalent to that provided by public institutions should be funded at a reasonable level.

3.0 Operational Requirements

The following will apply when an arrangement is made for an employer to provide technical training for apprentices.

3.1 A contract for the delivery of a program must be endorsed by authorized personnel of the industrial firm and the Department of Advanced Education and Manpower. The Contract shall contain the terms and conditions of program approval, funding and termination.

3.2 Employees must be indentured apprentices.

3.3 Instructional staff should hold an Alberta Journeyman Certificate, with adequate trade experience beyond completion of apprenticeship.

3.4 Agreement must be reached on procedures for apprentice release from employment and/or dismissal from technical training courses.

3.5 Technical training class schedules and quotas must be approved by the Branch.

3.6 Apprentices must be registered and assigned to classes according to established Branch policy.

3.7 The Branch must be guaranteed access to classes to deliver services and to engage in required training activities with apprentices.

3.8 There must be guarantee of the provision of required student services and worker insurance coverage.

3.9 A program in a designated trade must be approved by the Branch for delivery.

4.0 The maintenance of program standards are to be guaranteed in order to ensure the portability and transferability of skills.

APPENDIX C

This appendix contains information from the "Guide to Education - Senior High School Handbook 1990-91" that describes the Vocational Education courses that articulate with Apprenticeship and Trade Certification Programs and the conditions of that articulation.

A person who presents to apprenticeship authorities of Alberta Career Development and Employment at least 35 credits in one of the vocational high school programs (excepting beauty culture), and an acceptable application for apprenticeship in the corresponding apprenticeship program, may be granted apprenticeship credits on the following basis:

- For **building construction, electricity, automotives, machine shop, electronics, plumbing and steamfitting**--upon recommendation of the employer--twelve months of time credit (three months each of four twelve-month periods), and first and second period technical credit upon passing the examinations for these periods.
- For **appliance servicing** - upon recommendation of the employer, twelve months of time credit (four months each of three 1600 hour periods), and first period technical credit upon passing the examination.
- For **electronics** into the **communication electrician apprenticeship** - upon recommendation of the employer, credits arranged by evaluation of credentials. There are four "craft" areas in the apprenticeship program beyond the first period level.
- For **welding and food preparation** - upon recommendation of the employer, twelve months of time credit (four months each of three twelve-month periods), and first period technical credit upon passing the first period examination.
- For **auto body** - upon recommendation of the employer, one period of time credit (600 hours each of three 2100 hour periods), and first period technical credit upon passing the first period examination.
- For **sheet metal** - upon recommendation of the employer, one period of time credit (450 hours each of four 1800 hour periods), and first and second period technical credit upon passing the examination for these periods.
- For **related mechanics** - no accreditation arrangements.

- For beautician - new accreditation arrangements:
  - All students graduating with 55 credits must find an employer willing to indenture them as an apprentice. The application for apprenticeship will result in a student receiving notice to appear for the theory examination, and being informed they need to serve two 700-hour periods of work experience before attempting the practical examination. When all requirements are met, the student will receive a Completion of Apprenticeship Certificate and a Journeyman Certificate.
  - High school (vocational) students with less than 55 credits, but more than 700 hours of instruction from an approved school, will be required to find an employer and indenture as an apprentice. Upon presentation of documented proof of the above, the student may receive technical credit for the first apprenticeship period. On the employer's recommendation, the student may attempt the first period examination. With an employer's recommendation, an apprentice may also be granted work experience credit for the first period of apprenticeship, up to the maximum hours of time spent in school instruction. **Note that applicants in this category may not attempt second period examinations.** Apprentices must attend second period apprenticeship training and complete 1400 hours of work experience. Following this, apprentices may challenge the theory and practical examinations and, if successful, will receive a Completion of Apprenticeship Certificate and a Journeyman Certificate.
  - Students receiving less than 700 hours of instruction from an approved school must take both periods of apprenticeship technical training. However, with an employer's recommendation, an apprentice may be granted work experience for the first period up to the maximum hours of time spent in school instruction.
- A person who presents fewer than 35 credits in one of the articulated vocational programs may expect to be considered for less apprenticeship credit, on the basis of individual performance, upon undertaking the apprenticeship.

Note: Vocational high school credits acceptable for articulation with apprenticeship programs may be altered from time to time, due to changes in programming recommended by provincial advisory committees.

APPENDIX D

This appendix contains a copy of the advertisement placed in the newspapers during the "Blue is Rewarding" campaign. This advertisement was originally run as a portion of one page but has been divided to fit on these pages.

rewarding blue apprenticeship programs....

a chance to earn more money . . . be proud of your skills and achieve professional status in the trades!

Apprenticeship is training on-the-job supported by training in a trades school. It's a Provincial-Federal program and is operated in co-operation with Alberta employers.

"Rewarding blue" apprenticeship programs provide the opportunity for persons in the "blue collar" field to achieve professional status as Journeymen.

Qualified people are in demand throughout the province. The pay is above average and opportunity for advancement is excellent.

Alberta's Apprenticeship Training Program could be your ticket to a successful career.

For facts on the program, clip and mail the "blue collar" coupon.

TO: Apprenticeship Registry
6th Floor IBM Building
10808 - 99 Avenue
Edmonton, Alberta

Or contact the following office of the Apprenticeship and Tradesmen's Qualification Branch:

Edmonton — Princeton Place, 10339 - 124 Street 482-5631

Alberta
MANPOWER AND LABOUR
Apprenticeship Branch

Clip and Mail

APPENDIX E

This appendix contains of a draft of correspondence from the Minister requesting input on the proposed Manpower Development Act.

MANPOWER AND LABOUR

403/229-356

Office of
the Minister

423 Legislative Buildin
Edmonton, Alberta, Canada T5K 2B

August 20, 1973

Dear Sir:

The recent request for written submissions and the subsequent Public Hearings on The Apprenticeship Act, The Tradesmen's Qualification Act and The Welding Act drew a great deal of valuable response from the people of Alberta.

The submissions indicated a wide range of concerns, some of which are being examined in depth; others, while no less important, can be approached immediately.

Preliminary summaries are now complete and means are being explored to immediately increase, to the greatest extent possible, the present services provided by the Apprenticeship and Tradesmen's Qualification Branch.

Detailed analysis of other major concerns is underway and recommendations will be forthcoming. This approach is more demanding requiring considerable time and possible further contact with some of those who submitted briefs, as well as with other interested parties.

I wish to thank all those who contributed their time and efforts in preparing and presenting submissions. I know we may be able to call on you for further advice as we progress toward the goal of providing the best possible occupational trade training for Albertans.

Yours sincerely,

A. E. Hohol.

A. E. Hohol
Minister

APPENDIX F

This appendix contains a copy of the positive points of Competency Based Apprenticeship Training listed in "Competency Based Apprenticeship Training Evaluation Report #2, Volume 1".

CBAT'S POSITIVE POINTS

When Evaluation Report #1 was published in September, 1989 many people associated with CBAT commented that the positive points related to CBAT had not been adequately addressed, and that the report had focused on the negative points. To counteract that impression, over the past year the CBAT Management Committee developed a list of positive points. That list and some additional points arising from the 1989-1990 evaluation are presented below.

1. CBAT is a large project which has been successfully implemented largely through instructor commitment and Coordinator and PDO leadership.

2. Apprentices like CBAT: more than 90% want to return to a CBAT class for their next period of training.

3. Apprentices assume responsibility for their technical training. They become more self-reliant and self-motivated to learn.

4. Skilled apprentices have the opportunity to complete their technical training quickly and return to work sooner than from traditional training. The average CBAT apprentice now completes the course more quickly than the traditional 40 days.

5. CBAT reduces the cost of unemployment insurance payments and training allowances for apprentices. In 1989-1990 CBAT saved more than $53,000 in federal payments because CBAT apprentices completed their courses more quickly than the traditional 40 days.

6. Apprentices needing additional instruction receive it in an individualized fashion with the assistance of the instructor.

7. The CBAT apprentice knows precisely what is to be learned and demonstrated to be successful in the course.

8. Apprentices who fail the provincial examination may re-write a supplemental test sooner than they can in the traditional system. The overall failure rate is lower in CBAT and the reduced number of apprentices who must repeat the entire course provides savings in training allowance payments.

9. 75% of CBAT instructors would prefer teaching in CBAT rather than in a traditional class format.

10. CBAT encourages coverage of the entire course outline to a greater extent and with more continuity than traditional programs.

11. Year to year and institution to institution, there is standardization of the materials covered. The Canadian Council of Directors of Apprenticeship is interested in the potential of a modularized approach for increased standardization at the national level.

12. Cooperative activities among CBAT instructors have improved the curriculum and institutional test items which are used. The curriculum which is taught matches the trade profile more closely than in many traditional classes. CBAT instructors who have been developing and revising test questions have corrected flaws in questions which have been used for years in traditional classes.

13. CBAT builds cooperation between training establishments.

14. CBAT makes alternate delivery modes, such as distance delivery, possible.

15. CBAT materials can be used in other short courses, trades or technologies.

16. Institutions can offer mixed-period classes which reduces need for separate classrooms for each period of training. Small number of apprentices in different periods can be integrated into one class if necessary, which may be beneficial for small training establishments and trades with low numbers of apprentices.

17. Skills profiles for each trade are required for CBAT, which encourages more accurate and updated information related to the trade.

18. CBAT provides professional development and growth opportunities for staff in fields such as curriculum development, learning theory, test item development, cooperative teaching and use of computer managed learning systems.

19. CBAT provides an opportunity for Career Development and Employment and the training institutions to examine their administrative procedures and to improve their efficiency if warranted.

APPENDIX G

This appendix contains a copy of the Calgary Herald advertisement that was used during the "Good Work Has Its Rewards" campaign that was conducted in the spring of 1990. This ad appeared originally as one section but has been cut to fit the pages.

THE ADVERTISEMENT ORIGINALLY SET FOR THIS PAGE HAS BEEN REMOVED IN THE COPIES BECAUSE THE QUALITY OF THE ORIGINAL WOULD NOT ALLOW PHOTOCOPYING.

This picture appeared in the original advertisement above the print material found on the next page.

Learning a trade can be your ticket to success.

Whether you measure the rewards in financial terms, or in the good feeling of a job well done, good work does have its rewards.

If you know someone who is thinking about a career in a skilled trade, you can share some important facts to help him or her make the right decision.

- There are over 50 career options that have been designated as skilled trades in Alberta.
- Skilled trades provide the fastest-growing employment opportunities in the province. Some trades are already experiencing visible shortages in professional skills.
- 80 per cent of Alberta's economy is based on the success of small business. Many of those businesses started from a career in a skilled trade.
- Becoming a skilled tradesperson is an organized and professionally administered career and training process — a process called **apprenticeship.**

Alberta is dependent upon the good work of people in skilled trades, and through the combined efforts of government and business, provides the best apprenticeship system in Canada. Skilled tradespeople who apprentice in Alberta are respected throughout the country and accepted around the world.

Alberta Apprenticeship is designed to develop excellence through training and experience. While enjoying the financial benefits of employment with a participating business, apprentices learn their trade through an industry-designed training program. This involves practical training with certified professionals on the job, and technical training at one of 16 schools throughout Alberta. This technical training is designed and delivered by industry and education professionals and, with the practical training, leads to trade certification in over 50 designated trades.

If you'd like to help someone who is considering a career in skilled trades, share the facts. And, if they'd like more information about career opportunity in Alberta's skilled trades, we're here to help, too. Just call or visit the nearest Alberta Career Development Centre.

Good Work Has Its Rewards

For more information on trades careers dial 0 and ask the operator for Zenith 22140. In Edmonton call 422-4266.

Alberta Apprenticeship...
Excellence Through Training and Experience

Alberta
CAREER DEVELOPMENT
AND EMPLOYMENT
Hon. Norm Weiss, Minister

APPENDIX H

This appendix contains a copy of the draft legislation governing apprenticeship and occupational training. This draft is the result of input from the public and industry to the Minister. It is proposed to submit this legislation to the Assembly in the spring of 1991.

A proposal for an

INDUSTRY TRAINING ACT

Table of Contents

Definitions 1

Part 1
Board, Committees and Administration

Alberta Industry Training and Certification Board 2
Functions of the Board 3
Conduct of business of Board 4
Annual report by Board 5
Provincial trade committee 6
Functions of a provincial trade committee 7
Conduct of business by a provincial trade committee 8
Local trade committee 9
Functions of a local trade committee 10
Conduct of business by a local trade committee 11
Term of office 12
Further appointment 13
Multiple membership prohibited 14
Prohibitions re appointment 15
Expenses, etc. 16
Meetings by telecommunication facilities 17
Executive Director and staff 18
Delegation of authority, etc. 19
Exemptions 20
False statement 21
Disciplinary action prohibited 22
Service of documents 23
Ineligibility for designation 24

Part 2
Trades and Occupations

Division 1
Trades

Compulsory certification trade 25
Optional certification trade 26
Redesignation of a trade 27
Program of transition 28
Contract of apprenticeship 29
Collective agreement superseded 30
Regulations re designated trades 31

Division 2
Occupations

Operation of occupational training programs 32
Designated occupation 33
Regulations re occupations 34

Part 3
Appeals

Right to appeal 35
Commencement of appeal 36
Appeal board 37
Rules governing appeals 38
Decision of appeal board 39
Advice of Court 40
Appeal to Court 41

Part 4
Enforcement of Act, Regulations and Orders

Inspections 42
Hindering officer 43
Compliance order 44
Court order 45
Cancellation of certificate, etc. 46
Offence 47

Part 5
Transitional and Commencement

Definition 48
Transitional re Boards, committees and certificates 49
Transitional re trades designated under former Act 50
Transitional re compulsory apprenticeship trade 51
Consequential amendments 52
Repeal 53
Coming into force 54

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of Alberta, enacts as follows:

Definitions

1 In this Act,

(a) "appeal" means an appeal referred to in section 35;

(b) "apprentice" means an individual who has entered into a contract of apprenticeship that is registered under this Act;

(c) "apprenticeship program" means a program in a designated trade that is approved, registered or otherwise recognized by the Board and under which

(i) an apprentice

(A) performs work that is supervised by or on behalf of the apprentice's employer, and

(B) receives formal instruction and training,

and

(ii) the relationship between the apprentice and the apprentice's employer with respect to the program is governed by a contract of apprenticeship that is registered under this Act;

(d) "Board" means the Alberta Industry Training and Certification Board;

(e) "collective agreement" means a collective agreement as defined in the *Labour Relations Code;*

(f) "designated occupation" means an occupation designated under section 33 as a designated occupation;

(g) "designated trade" means an occupation designated as

(i) a compulsory certification trade under section 25 or pursuant to section 50,

(ii) an optional certification trade under section 26 or pursuant to section 50, or

(iii) a compulsory apprenticeship trade pursuant to section 51;

(h) "exemption" means an exemption granted under section 20;

(i) "Minister" means the member of the Executive Council charged by the Lieutenant Governor in Council with the administration of this Act;

(j) "officer" means any person authorized by the Minister to carry out inspections under Part 4;

(k) "occupational certificate" means, in respect of a designated occupation,

(i) a certificate that is granted under this Act to a person who has met the criteria established under this Act in order for a person to be granted that certificate, or

(ii) a document that is issued by another jurisdiction and is recognized under this Act as being the equivalent of an occupational certificate granted under this Act;

(l) "record" includes

(i) any document, agreement, account, book, return, statement, report or other memorandum of financial or non-financial information whether in writing or in electronic form or represented or reproduced by any other means, and

(ii) the results of the recording of details of electronic data processing systems to illustrate what the systems do and how they operate;

(m) "student work training program" means a program

(i) under which a student receives work experience and training in an occupation, a designated occupation or a designated trade,

(ii) that is offered to the student by or on behalf of

(A) a board as defined under the *School Act*,

(B) a university under the *Universities Act*,

(C) a college under the *Colleges Act*, or

(D) a technical institute under the *Technical Institutes Act*,

and

(iii) that is registered, approved or otherwise recognized by the Board;

(n) "this Act" includes regulations made under this Act;

(o) "trade certificate" means, in respect of a designated trade,

(i) a certificate

(A) that is granted under this Act to a person who has met the criteria established under this Act in order for a person to be granted that certificate, or

(B) that is deemed to be a trade certificate under section 49(5),

or

(ii) a document that is issued by another jurisdiction and is recognized under this Act as being the equivalent of a trade certificate granted under this Act;

(p) "trainee" means an individual participating in a training program or a work experience program under this Act;

(q) "training program" means a course or program, other than an apprenticeship program, a work experience program or a student work training program,

(i) under which a trainee acquires skill and knowledge in an occupation, a designated occupation or a designated trade, and

(ii) that is registered, approved or otherwise recognized by the Board;

(r) "work experience program" means a program, other than an apprenticeship program or a student work training program,

(i) under which a trainee receives work experience and training in an occupation, a designated occupation or a designated trade that is provided to the trainee by or on behalf of the trainee's employer or by or on behalf of an employers' or employees' organization, and

(ii) that is registered, approved or otherwise recognized by the Board.

PART 1

BOARD, COMMITTEES AND ADMINISTRATION

Alberta Industry Training and Certification Board

2(1) The Lieutenant Governor in Council shall appoint a board known as the "Alberta Industry Training and Certification Board" consisting of not more than 12 persons who, in the opinion of the Lieutenant Governor in Council, are knowledgeable with respect to

(a) the needs of the economy of Alberta for skilled and trained persons,

(b) training in trades and occupations, and

(c) human resource development.

(2) The Lieutenant Governor in Council

(a) shall designate a member of the Board as the presiding officer of the Board, and

(b) may designate one or more members of the Board to act in the place of the presiding officer when the presiding officer is absent or is otherwise unable to carry out the duties of the presiding officer.

(3) Notwithstanding that the presiding officer has cast a vote on a matter before the Board, the presiding officer may, in the case of a tie vote, cast a tie breaking vote.

Functions of the Board

3 The functions of the Board are

(a) to advise the Minister in respect of

(i) the needs of the economy of Alberta for skilled and trained persons,

(ii) the policies of the Government respecting the training and certification of persons in trades and occupations,

(iii) programs respecting the training of persons in trades and occupations that are carried out by the Government, other governments, industry, institutions and employee or employer organizations,

(iv) any matter pertaining to apprenticeship, training and certification, and

(v) matters referred to the Board by the Minister;

(b) to make recommendations to the Minister respecting the designation, redesignation or the rescinding of the designation of trades and occupations;

(c) to make regulations under sections 31(2) and 34(2);

(d) to appoint members to provincial trade committees;

(e) to monitor the activities of provincial trade committees;

(f) to make exemptions under section 20;

(g) to ensure that persons are complying with this Act.

Conduct of business of Board

4(1) The Board, with the approval of the Minister, shall make by-laws respecting

(a) the conduct of the business and affairs of the Board in carrying out its duties and exercising its powers, and

(b) the calling and conducting of and the procedures governing meetings of the Board.

(2) A quorum at a meeting of the Board is a majority of members then holding office.

(3) The *Regulations Act* does not apply to the by-laws of the Board.

Annual report by Board

5(1) The Board shall, as soon as practicable after the end of the fiscal year of the Government, prepare a report summarizing the affairs of the Board for that fiscal year and forward the report to the Minister.

(2) When the Minister receives the report, the Minister shall lay a copy of it before the Assembly if it is then sitting, and if it is not then

sitting, within 15 days from the day of commencement of the next ensuing sitting of the Assembly.

Provincial trade committee

6(1) The Board shall, for each designated trade, establish a provincial trade committee and appoint to that committee not less than 8 or more than 20 persons who, in the opinion of the Board, are associated with and are knowledgeable in respect of the designated trade.

(2) Where a provincial trade committee is established, the Minister may appoint an employee of the Government as a member of that provincial trade committee.

(3) The Board, from among the members of a provincial trade committee,

(a) shall designate a member as the presiding officer of that committee, and

(b) may designate one or more members to act in the place of the presiding officer when the presiding officer is absent or is otherwise unable to carry out the duties of the presiding officer.

(4) Notwithstanding that the presiding officer has cast a vote on a matter before the provincial trade committee, the presiding officer may, in the case of a tie vote, cast a tie breaking vote.

Functions of a provincial trade committee

7 The functions of a provincial trade committee that is established for a designated trade are

(a) to make recommendations to the Board in respect of any matter concerning apprenticeship, training and certification;

(b) subject to section 9(1), to appoint members to local trade committees in the designated trade;

(c) to monitor the activities of the local trade committees in the designated trade;

(d) to make recommendations to the Board in respect of

(i) the designation, redesignation or the rescinding of the designation of trades and occupations,

(ii) regulations under this Act,

(iii) exemptions under this Act,

(iv) standards for training and certification in 'he designated trade, and

(v) courses and examinations related to the designated trade;

(e) to advise the Board on matters regarding non-compliance with this Act;

(f) subject to the regulations, to engage in the resolution of disagreements between apprentices or trainees and their employers arising out of matters coming under this Act.

Conduct of business by a provincial trade committee

8(1) A provincial trade committee, with the approval of the Board, shall make by-laws respecting

(a) the conduct of business and affairs of the committee in carrying out its duties and exercising its powers, and

(b) the calling and conducting of and the procedures governing meetings of the committee.

(2) A quorum at a meeting of a provincial trade committee is a majority of the members then holding office.

(3) The *Regulations Act* does not apply to the by-laws of a provincial trade committee.

Local trade committee

9(1) Where, in respect of its designated trade, a provincial trade committee is of the opinion that there is sufficient activity within an area of Alberta to warrant the establishment of a local trade committee for that area, the provincial trade committee shall establish, for that area, a local trade committee and appoint to that local trade committee persons who, in the opinion of the provincial trade committee,

(a) are associated with and are knowledgeable in respect of the designated trade, and

(b) carry on work in the designated trade in that area.

(2) Notwithstanding subsection (1), where

(a) a provincial trade committee has not, in respect of its designated trade, established a local trade committee for an area of Alberta, and

(b) the Board is of the opinion that, in respect of that designated trade, there is sufficient activity within that area of Alberta to warrant the establishment of a local trade committee for the area, the Board shall establish, for that area, a local trade committee and appoint to that local trade committee persons who, in the opinion of the Board,

(i) are associated with and are knowledgeable in respect of the designated trade, and

(ii) carry on work in the designated trade in that area.

(3) Where a local trade committee is established, the Minister may appoint an employee of the Government as a member of that local trade committee.

(4) The provincial trade committee, from among the members of a local trade committee,

(a) shall designate a member, other than an employee of the Government, as the presiding officer of that local trade committee, and

(b) may designate one or more members to act in the place of the presiding officer when the presiding officer is absent or is otherwise unable to carry out the duties of the presiding officer.

(5) Notwithstanding that the presiding officer has cast a vote on a matter before the local trade committee, the presiding officer may, in the case of a tie vote, cast a tie breaking vote.

Functions of a local trade committee

10 The functions of a local trade committee that is established for a designated trade are, with respect to that designated trade,

(a) to make recommendations to the provincial trade committee in respect of any matter pertaining to apprenticeship, training and certification;

(b) to make recommendations to the provincial trade committee respecting exemptions under this Act;

(c) subject to the regulations, to engage in the resolution of disagreements between apprentices or trainees and their employers arising out of matters coming under this Act;

(d) to advise the provincial trade committee on matters regarding non-compliance with this Act;

(e) to monitor apprenticeship programs, work experience programs and training programs and the progress of apprentices or trainees.

Conduct of business by a local trade committee

11(1) A local trade committee shall, with the approval of the provincial trade committee for its designated trade, make by-laws respecting

(a) the conduct of business and affairs of the committee in carrying out its duties and exercising its powers, and

(b) the calling and conducting of and the procedures governing meetings of the committee.

(2) A quorum at a meeting of a local trade committee is a majority of the members then holding office.

(3) The *Regulations Act* does not apply to the by-laws of a local trade committee.

Term of office

12 A person who is appointed as a member of the Board, a provincial trade committee or a local trade committee

(a) holds office for a term not exceeding 3 years as prescribed in the appointment, and

(b) continues to hold office after the expiry of the person's appointment until the person is reappointed, the successor to the position is appointed or a period of 3 months has expired from the time of the expiry of the appointment, whichever is the earlier.

Further appointment

13(1) A person who is a member of the Board, a provincial trade committee or a local trade committee is eligible to be appointed to serve for one further term of office as a member of the Board, the provincial trade committee or the local trade committee, as the case may be, but not for any further term of office in that position.

(2) Notwithstanding subsection (1), where, in the opinion of the Board extenuating circumstances exist, the Board may appoint a person to a provincial trade committee when that person would otherwise be ineligible to be appointed by virtue of subsection (1).

(3) Notwithstanding subsection (1), where, in the opinion of a provincial trade committee extenuating circumstances exist, a provincial trade committee may appoint a person to a local trade committee when that person would otherwise be ineligible to be appointed by virtue of subsection (1).

Multiple membership prohibited

14 A person is not eligible to be at the same time a member of both the Board and a provincial trade committee or a local trade committee.

Prohibition re appointment

15 A person is not eligible to be appointed as or, on being appointed, to continue as a member of the Board, a provincial trade committee or a local trade committee if that person represents or is normally engaged in representing

(a) an employer or a group of employers, or

(b) a group of employees,

in negotiations of collective agreements for that employer, group of employers or group of employees.

Expenses, etc.

16 Persons, other than employees of the Government, who are members of the Board, a provincial trade committee or a local trade committee, may be paid

(a) remuneration for the performance of their duties as members, and

(b) travelling and living expenses necessarily incurred in the performance of their duties as members,

at a rate prescribed by the Lieutenant Governor in Council.

Meetings by telecommunication facilities

17 The Board, a provincial trade committee or a local trade committee, as the case may be, may conduct meetings of the Board or the committee by means of telecommunication or other electronic facilities if those facilities permit all persons participating in the meeting to communicate with each other during the course of the meeting.

Executive Director and staff

18(1) In accordance with the *Public Service Act*, there may be appointed an Executive Director and other employees to carry out the purposes of this Act.

(2) The duties of the Executive Director are

(a) to advise the Minister on matters coming under this Act;

(b) subject to the directions of the Minister, to assist and advise the Board in the carrying out of its duties and activities;

(c) to carry out responsibilities assigned to that person by the Minister.

Delegation of authority, etc.

19(1) Other than the power to make regulations, the Minister may authorize

(a) an employee of the Government who is under the administration of the Minister, or

(b) the Board, a committee appointed under this Act or any member of the Board or of a committee appointed under this Act,

to do any act or thing that the Minister is required or permitted to do under this Act.

(2) An authorization given under subsection (1) may be

(a) general or applicable to a particular case, and

(b) conditional or unconditional.

(3) The Minister may authorize persons to carry out inspections under Part 4.

Exemptions

20(1) The Board may exempt

(a) a person or a class of persons from Part 2, any provision of that Part or any regulation made under that Part,

(b) a person or a class of persons from meeting any one or more of the requirements or qualifications prescribed under Part 2 or any regulation made under that Part, or

(c) a particular task or work or a class of task or work from the operation of Part 2 or any provision of that Part or any regulation made under that Part.

(2) Where the Board grants or refuses to grant an exemption under this Act, the Minister may

(a) vary the decision of the Board, or

(b) set aside the decision of the Board and substitute the Minister's own decision for that of the Board and grant or refuse to grant the exemption.

False statement

21 Where a person provides information under this Act, that person shall not provide information that the person knows, or would reasonably be expected to know, to be false.

Disciplinary action prohibited

22 No person shall dismiss or take any other disciplinary action against another person by reason of that other person acting in accordance with this Act or an order made under this Act.

Service of documents

23 In addition to any method of service permitted by law, any notice, order or document respecting matters coming under this Act may be serviced

(a) by personal service,

(b) by registered mail sent to the latest address of the person on whom service is to be effected,

(c) in the case of service by an employer on the employer's employee, by registered mail sent to the latest address of the person on whom service is to be effected as shown on the records of the employer, or

(d) in the case of service on a person by the Minister, the Board, a provincial trade committee, a local trade committee or an appeal board, by registered mail sent to the latest address of the person on whom service is to be effected as shown on the records of the Minister.

Ineligibility for designation

24 An occupation is not eligible to be designated under this Act as a designated trade or a designated occupation if that occupation is a health discipline designated or eligible to be designated under the *Health Disciplines Act*.

PART 2

TRADES AND OCCUPATIONS

Division 1
Trades

Compulsory certification trade

25(1) The Lieutenant Governor in Council may by regulation designate an occupation as a compulsory certification trade.

(2) A person may, subject to the regulations, be granted a trade certificate in a compulsory certification trade,

(a) in the case where there is an apprenticeship program in that trade, by successfully completing the apprenticeship program, or

(b) in the case where there is not an apprenticeship program in the trade, by successfully

(i) completing a training program or a work experience program in the trade, or

(ii) meeting other requirements that may be established or approved by the Board.

(3) A person shall not work in a compulsory certification trade for which there is an apprenticeship program unless that person

(a) holds a trade certificate in the trade,

(b) has filed an application under this Act to participate in the apprenticeship program and that application is subsisting,

(c) is an apprentice in the apprenticeship program,

(d) is a student in a student work training program in the trade,

(e) is granted an exemption under section 20 under which the person is permitted to work in the trade, or

(f) is performing a task or work that is exempted under section 20.

(4) A person shall not work in a compulsory certification trade for which there is not an apprenticeship program unless that person

(a) holds a trade certificate in the trade,

(b) is a trainee in a training program or work experience program in the trade,

(c) is engaged in a program to meet the requirements referred to in subsection (2)(b)(ii),

(d) is a student in a student work training program in the trade,

(e) is granted an exemption under section 20 under which the person is permitted to work in the trade, or

(f) is performing a task or work that is exempted under section 20.

(5) Where a person is prohibited under subsection (3) or (4) from working in a compulsory certification trade, that person may, notwithstanding subsection (3) or (4), work in that compulsory certification trade

(a) if

(i) the work that the person is to perform is a task for which training is provided in another designated trade, and

(ii) the person who is to perform the task

(A) holds a trade certificate in that other designated trade, or

(B) is an apprentice or trainee in that other designated trade and has received training with respect to that task,

(b) if the work

(i) is carried out by the person on property that the person owns or over which the person has possession or control, and

(ii) is not for business or commercial purposes,

or

(c) if the work is carried out in respect of bona fide farming operations and the person carrying out the work is the farmer or another person engaged in those farming operations.

(6) A person shall not purport

(a) to be an apprentice in a compulsory certification trade unless that person is an apprentice in that trade;

(b) to be a trainee in a training program in a compulsory certification trade unless that person is a trainee in a training program in that trade;

(c) to be a trainee in a work experience program in a compulsory certification trade unless that person is a trainee in a work experience program in that trade;

(d) to hold a trade certificate in a compulsory certification trade unless that person holds a trade certificate in that trade;

(e) to be otherwise permitted to work in a compulsory certification trade unless that person is otherwise permitted to work in that trade under this Act.

(7) An employer shall not employ a person to perform work in a compulsory certification trade if the employer knows, or would reasonably be expected to know, that the person who is to perform that work is prohibited under this Act from performing the work in that trade.

Optional certification trade

26(1) The Lieutenant Governor in Council may by regulation designate an occupation as an optional certification trade.

(2) A person may, subject to the regulations, be granted a trade certificate in an optional certification trade,

(a) by successfully completing the apprenticeship program in that trade,

(b) by successfully completing a work experience program in that trade,

(c) by successfully completing a training program in that trade, or

(d) by successfully meeting other requirements that may be established or approved by the Board.

(3) A person shall not purport

(a) to be an apprentice in an optional certification trade unless that person is an apprentice in that trade;

(b) to be a trainee in a training program in an optional certification trade unless that person is a trainee in a training program in that trade;

(c) to be a trainee in a work experience program in an optional certification trade unless that person is a trainee in a work experience program in that trade;

(d) to hold a trade certificate in an optional certification trade unless that person holds a trade certificate in that trade.

(4) Nothing in this Act shall be construed so as to prohibit or restrict a person from working in an optional certification trade even though that person

(a) is not an apprentice or a trainee in that trade, or

(b) does not hold a trade certificate in that trade.

Redesignation of a trade

27 Where the Lieutenant Governor in Council designates an occupation as a designated trade, the Lieutenant Governor in Council may by regulation

(a) change the designation of the trade;

(b) rescind the designation of the trade.

Program of transition

28 When the Lieutenant Governor in Council designates an occupation as a designated trade, changes the designation of a trade or rescinds the designation of a trade, the Lieutenant Governor in Council may by regulation

(a) prescribe a program of transition governing

(i) the designation, redesignation or rescinding of the designation, and

(ii) the application of this Act with respect to

(A) apprentices, trainees and holders of trade or occupational certificates, and

(B) apprenticeship programs, work experience programs, student work training programs or training programs,

as the case may be, during the period of transition;

(b) prescribe provisional requirements governing

(i) apprentices, trainees and holders of trade or occupational certificates, and

(ii) apprenticeship programs, work experience programs, student work training programs or training programs,

as the case may be, during the period of transition.

Contract of apprenticeship

29 A person's program of apprenticeship does not commence until that person has entered into a contract of apprenticeship in accordance with the regulations.

Collective agreement superseded

30 If a term of a collective agreement that is applicable to an apprentice is, in the opinion of the Board, less advantageous to the apprentice than the regulations made under section 31 relating to the same subject matter, the Board may by order provide that the regulations supersede the collective agreement in respect of that subject matter.

Regulations re designated trades

31(1) The Minister may make regulations

(a) establishing and governing a process under which interested persons may apply to have an occupation designated as a designated trade;

(b) governing the applications and supporting material to be provided in making application to have an occupation designated as a designated trade;

(c) governing the establishment and operation of provisional provincial trade committees and provisional local trade committees prior to the designation of an occupation as a designated trade;

(d) prescribing the powers of a provisional provincial trade committee and a provisional local trade committee;

(e) respecting the process for designating trades and the process for movement among categories of designated trades;

(f) respecting the criteria for the designation of trades;

(g) governing the administration of apprenticeship programs, work experience programs and training programs;

(h) governing the administration of the certification process;

(i) respecting the provision of courses, programs and training;

(j) governing the granting of trade certificates;

(k) respecting the making of exemptions under section 20;

(l) respecting the payment of fees.

(2) The Board, with the approval of the Minister, may make regulations

(a) prescribing the tasks and activities that come within a designated trade;

(b) governing the registration, approval or other recognition by the Board of apprenticeship programs, work experience programs, student work training programs and training programs;

(c) governing the registration of contracts of apprenticeship;

(d) governing the registration of trainees in work experience programs and training programs;

(e) governing eligibility requirements of apprentices and trainees;

(f) governing the granting of credit for previous training or experience;

(g) governing the documentation to be issued respecting advancement through, and the completion of, a program;

(h) prescribing standards of achievement;

(i) governing examinations;

(j) governing programs or courses for individuals enhancing their qualifications;

(k) prescribing the technical content of an apprenticeship program, work experience program or training program;

(l) governing the training to be given in respect of a designated trade;

(m) governing the contractual obligations between apprentices and their employers;

(n) prescribing the term of apprenticeship;

(o) prescribing the number of apprentices that may be employed by an employer;

(p) prescribing the qualifications that must be met by an employer who employs an apprentice;

(q) subject to the *Employment Standards Code*, fixing the hours of work and the rates of wages for apprentices and trainees;

(r) governing the methods or procedures to be applied in the resolution of disagreements between apprentices or trainees and their employers arising out of matters coming under this Act;

(s) governing, in respect of a designated trade, the recognition by the Board of training or courses given or accepted by or qualifications accepted by

> (i) persons or organizations, other than the Minister or the Board, or

(ii) by another jurisdiction;

(t) respecting, with respect to a designated trade, whether training or courses given or accepted by or qualifications accepted by

(i) persons or organizations, other than the Minister or the Board, or

(ii) by another jurisdiction,

are the equivalent to training, courses or qualifications acceptable to or recognized by the Minister or the Board;

(u) providing, subject to any conditions that the Board may impose, that a document that

(i) is issued in another jurisdiction pursuant to legislation that is similar to this Act, and

(ii) if issued under this Act would be a trade certificate granted in a designated trade,

shall be recognized as a trade certificate issued under this Act in the designated trade;

(v) prescribing requirements for the purposes of sections 25(2)(b)(ii) and 26(2)(d).

Division 2
Occupations

Operation of occupational training programs

32 The Minister may establish, operate, sponsor or recognize any program or service relating to occupational training that the Minister considers necessary or desirable.

Designated occupation

33(1) The Minister may by regulation designate an occupation, other than one that is a designated trade, as a designated occupation.

(2) If occupational certificates are granted in respect of a designated occupation, a person may, subject to the regulations, be granted an occupational certificate in that trade

(a) by successfully completing a work experience program or a training program in that occupation, or

(b) by successfully meeting other requirements that may be established, approved or otherwise recognized by the Board.

(3) Where occupational certificates are granted in respect of a designated occupation, a person shall not purport to hold an occupational certificate

in the designated occupation unless that person holds an occupational certificate in that designated occupation.

(4) Nothing in this Act shall be construed so as to prohibit or restrict a person from performing work in a designated occupation even though that person does not hold an occupational certificate in respect of that occupation.

Regulations re occupations

34(1) The Minister may make regulations

(a) establishing and governing a process under which interested persons may apply to have an occupation designated as a designated occupation;

(b) governing the applications and supporting material to be provided in making application to have an occupation designated as a designated occupation;

(c) providing for the establishment and operation of committees in respect of designated occupations;

(d) prescribing the powers of committees referred to in clause (c);

(e) governing the establishment and operation of provisional committees in respect of an occupation prior to the designation of the occupation as a designated occupation;

(f) prescribing the powers of a provisional committee referred to in clause (e);

(g) respecting the process for designating occupations and the process for movement among categories of designated occupations;

(h) respecting the criteria for the designation of occupations;

(i) respecting the administration of occupational training;

(j) governing the granting of occupational certificates;

(k) in the case where an occupation is designated as a designated occupation, a designated occupation is redesignated, the designation is rescinded or a designated trade is redesignated as a designated occupation,

(i) prescribing a program of transition governing

(A) the designation, redesignation or rescinding of the designation, and

(B) the application of this Act with respect to

(I) trainees, apprentices and holders of trade or occupational certificates, and

(II) training programs, apprenticeship programs, student work training programs or work experience programs,

as the case may be, during the period of transition;

(ii) prescribing provisional requirements governing

(A) apprentices, trainees and holders of trade or occupational certificates, and

(B) training programs, apprenticeship programs, student work training programs or work experience programs,

as the case may be, during the period of transition.

(2) The Board, with the approval of the Minister, may make regulations

(a) prescribing the tasks and activities that come within a designated occupation;

(b) governing the registration, approval or other recognition by the Board of training programs, work experience programs and student work training programs;

(c) governing the registration of trainees in training programs or work experience programs;

(d) respecting the criteria for occupational training;

(e) governing the training to be given in respect of a designated occupation;

(f) respecting eligibility requirements of persons who may be trained and their employers;

(g) providing for the recognition of programs of training;

(h) governing examinations;

(i) prescribing standards of achievement;

(j) governing, in respect of a designated occupation, the recognition by the Board of training or courses given or accepted by or qualifications accepted by

(i) persons or organizations, other than the Minister or the Board, or

(ii) by another jurisdiction;

(k) respecting, with respect to a designated occupation, whether training or courses given or accepted by or qualifications accepted by

(i) persons or organizations, other than the Minister or the Board, or

(ii) by another jurisdiction,

are the equivalent to training, courses or qualifications acceptable to or recognized by the Minister or the Board;

(l) providing, subject to any conditions that the Board may impose, that a document that

(i) is issued in another jurisdiction pursuant to legislation that is similar to this Act, and

(ii) if issued under this Act would be an occupational certificate granted in a designated occupation,

shall be recognized as an occupational certificate issued under this Act in the designated occupation.

PART 3

APPEALS

Right to appeal

35 Where

(a) a person's trade or occupational certificate is cancelled or suspended,

(b) a person is refused an exemption,

(c) a person's exemption is removed,

(d) there is a refusal to register a person's contract of apprenticeship, or

(e) the registration of a person's contract of apprenticeship is cancelled,

that person may appeal the matter to an appeal board.

Commencement of appeal

36 A person who has a right of appeal may commence an appeal by serving on the Minister, or a person designated by the Minister, a notice of appeal within 30 days from the day that the person receives written notification of

(a) the cancellation or suspension of the trade or occupational certificate,

(b) the refusal to grant an exemption,

(c) the removal of an exemption,

(d) the refusal to register a contract of apprenticeship, or

(e) the cancellation of the registration of the contract of apprenticeship.

Appeal board

37(1) For the purposes of hearing an appeal, the Minister shall, within 30 days from the day of being served with a notice of appeal, appoint an appeal board consisting of

(a) a person designated by the Minister as the presiding officer of the appeal board, and

(b) not less than 2 or more than 4 other persons.

(2) A majority of the persons appointed to an appeal board must be persons who, in the opinion of the Minister, are associated with and are knowledgeable about the designated trade or designated occupation in respect of which the appeal is being brought.

(3) Persons, other than employees of the Government, who are members of an appeal board shall be paid, at a rate prescribed by the Minister,

(a) remuneration for performing their duties as members of an appeal board, and

(b) travelling and living expenses necessarily incurred in the performance of their duties as members of an appeal board.

Rules governing appeals

38 For the purposes of an appeal the following applies:

(a) a notice of appeal shall set forth

(i) the particulars of the matter being appealed, and

(ii) the name and address of the parties to the appeal;

(b) written notice of the time and place of the appeal shall be sent by or on behalf of the appeal board

(i) to the parties to the appeal, and

(ii) to the Minister;

(c) an appeal shall be heard and a decision made within 60 days from the day that the Minister appointed the appeal board;

(d) the granting and duration of an adjournment is in the sole discretion of the appeal board;

(e) the time limit prescribed in clause (c) does not run during a period of adjournment;

(f) a period of an adjournment shall not exceed 45 days;

(g) the presiding officer and the other members of an appeal board have the same power as is vested in the Court of Queen's Bench for the trial of civil actions

(i) to summon and enforce the attendance of witnesses,

(ii) to compel witnesses to give evidence on oath or otherwise, and

(iii) to compel witnesses to produce any record, object or thing that relates to the matter being heard;

(h) the parties to an appeal have a right to attend all hearings held in respect of the appeal;

(i) the appeal board shall receive any evidence that it considers relevant to the matter being heard;

(j) a person appearing before an appeal board may be represented by legal counsel;

(k) the parties appearing before an appeal board shall be given adequate opportunity to make representations, present evidence and cross-examine witnesses, if any;

(l) an appeal board may take evidence under oath;

(m) any member of an appeal board may administer oaths for the purpose of taking evidence;

(n) the rules of evidence applicable to judicial proceedings do not apply;

(o) all oral evidence received shall be taken down in writing or recorded by electronic means;

(p) all the evidence taken down in writing or recorded by electronic means and all documentary evidence and things received in evidence at a hearing form the record of the proceeding;

(q) if a party to an appeal fails to appear for the hearing within one hour from the time set forth in the notice given under clause (b), the appeal may be dismissed or the hearing conducted and determined in that person's absence as the appeal board considers proper in the circumstances;

(r) at any time after a person applies to have an appeal, an appeal board may make any interim order that it considers advisable in the circumstances pending the determination of the appeal;

(s) a decision of the majority of the members of the appeal board is the decision of the appeal board and if there is not a majority, the decision of the presiding officer of the appeal board is the decision of the appeal board;

(t) any member of the appeal board who does not concur with the decision, or the reasons for the decision, of the appeal board may render a minority report respecting the appeal;

(u) the appeal board may subject to any directions by the Minister publish its decisions in any manner that it considers appropriate;

(v) notwithstanding clauses (b), (h) and (k), with the consent of all the parties to an appeal, the consideration of the appeal may be conducted without a hearing being held;

(w) where an appeal is conducted under clause (v),

  (i) all matters concerning the appeal may be submitted in writing, or as otherwise directed by the appeal board, to the appeal board, and

  (ii) the process under which the appeal is considered and determined by the appeal board is deemed to be a hearing;

(x) notwithstanding clause (c), if a matter is conducted under clause (v), the decision of the appeal board shall be made within 30 days from the day that the parties to the appeal consented to the matter being conducted under clause (v);

(y) an appeal board does not have the authority to order that a regulation made under Part 2 be repealed, amended or otherwise varied;

(z) the provisions of the Alberta Rules of Court relating to the payment of conduct money or witness fees apply to matters heard under this Act.

Decision of appeal board

39(1) An appeal board that hears an appeal may, by order, do one or more of the following:

(a) dismiss the appeal;

(b) allow the appeal and direct

  (i) that the trade or occupational certificate, as the case may be, be reinstated,

  (ii) that the exemption be granted,

  (iii) that the exemption be reinstated,

  (iv) that the contract of apprenticeship be registered, or

  (v) that a contract of apprenticeship be re-registered;

(c) direct that a cancellation be replaced by a suspension;

(d) vary the decision that led to

(i) the trade or occupational certificate being cancelled or suspended,

(ii) the exemption being refused or removed,

(iii) the contract of apprenticeship not being registered, or

(iv) the registration of the contract of apprenticeship being cancelled;

(e) prescribe terms and conditions to which its order is subject;

(f) award costs.

(2) The appeal board shall in writing notify the parties to the appeal and the Minister of the appeal board's decision.

Advice of Court

40 At any stage of any proceeding before an appeal board, the appeal board may state in the form of a special case to the Court of Queen's Bench for the opinion of the Court any question of law arising in the course of the proceedings.

Appeal to Court

41(1) A person whose appeal is heard by an appeal board may appeal on a question of law the decision of the appeal board to the Court of Queen's Bench.

(2) A person may commence an appeal under this section within 30 days from the day that the person received written notification of the appeal board's decision by filing an originating notice with the Court.

(3) In determining the appeal the Court may, in addition to any other power that it may exercise, make any order that an appeal board may make under this Part.

PART 4

ENFORCEMENT OF ACT, REGULATIONS AND ORDERS

Inspections

42(1) For the purposes of ensuring that this Act is being complied with, an officer may at any reasonable time enter any premises of an employer, or a person providing training or instruction or at which work is being performed and carry out an inspection.

(2) In carrying out an inspection an officer may do one or more of the following:

(a) inspect

(i) those premises, and

(ii) any record, object or thing relating to payroll, job classification, performance of work, qualifications or the instruction or training of persons;

(b) make copies or take photographs of any record, object or thing referred to in clause (a)(ii) or remove them for the purpose of making copies;

(c) make inquiries of any person with respect to

(i) any record, object or thing referred to in clause (a)(ii), or

(ii) the employment, qualifications, training or instruction of persons.

(3) Notwithstanding subsection (2), an officer shall not enter a private residence under subsection (2) without the permission of a resident of that residence.

(4) Where an officer removes any record, object or thing under subsection (2)(b), the officer shall

(a) give to the person from whom the items were taken a receipt for the items, and

(b) forthwith return the items to the person from whom they were taken when they have served the purposes for which they were taken.

Hindering officer

43(1) A person shall not hinder, molest or interfere with an officer in the carrying out of any duty that the officer is empowered to do under section 42.

(2) If an officer

(a) is refused entry into premises that the officer is authorized to inspect under section 42,

(b) is not given consent to enter a private residence,

(c) has reasonable grounds to believe that

(i) permission will be refused to enter premises that the officer is authorized to inspect, or

(ii) consent will not be given to enter a private residence,

or

(d) is impeded or has reasonable grounds to believe that the carrying out of an inspection or examination of any premises, record, document or thing will be impeded,

the officer may apply to the Court of Queen's Bench for an order granting the relief referred to in subsection (6).

(3) An application under this section shall be by way of an originating notice.

(4) On an originating notice being filed with the clerk of the Court of Queen's Bench, the Court may, if it considers it necessary in the circumstances, hear an interim application on 2 days' notice and make an interim order granting such relief as the Court considers appropriate pending the determination of the application.

(5) An interim order under subsection (4) may be made ex parte if the Court considers it appropriate in the circumstances.

(6) On hearing an application the Court may do one or more of the following:

(a) authorize the officer to enter the premises or private residence and carry out the inspection under section 42;

(b) direct any occupant to assist the officer in any manner as the Court prescribes;

(c) restrain any person from impeding the officer from entering the premises or private residence or from carrying out the officer's duties;

(d) make its order subject to any terms or conditions that the Court considers appropriate in the circumstances;

(e) award costs.

Compliance order

44 If an officer is of the opinion that a person is not complying with this Act, the officer may by written order direct that person to comply with this Act

(a) within the time, and

(b) in accordance with any directions,

set out in the order.

Court order

45(1) If

(a) an officer is of the opinion that a person is not complying with

(i) this Act,

(ii) an order given under section 44, or

(iii) an order given by an appeal board under Part 3,

or

(b) a party to an appeal is of the opinion that a person is not complying with an order of the appeal board,

the officer or the party to the appeal, as the case may be, may apply to the Court of Queen's Bench for an order granting the relief referred to in subsection (5).

(2) An application under this section shall be by way of an originating notice.

(3) On an originating notice being filed with the clerk of the Court of Queen's Bench, the Court may, if it considers it necessary in the circumstances, hear an interim application on 2 days' notice and make an interim order granting such relief as the Court considers appropriate pending the determination of the application.

(4) An interim order under subsection (3) may be made ex parte if the Court considers it appropriate to do so in the circumstances.

(5) On hearing an application the Court may do one or more of the following:

(a) direct the person to comply with this Act or the order, as the case may be;

(b) direct a person to cease carrying out any action that in the opinion of the Court does not comply with this Act or the order, as the case may be;

(c) give those directions that it considers necessary in order to ensure compliance with this Act or the order, as the case may be;

(d) make its order subject to any terms or conditions that the Court considers appropriate in the circumstances;

(e) award costs.

Cancellation of certificate, etc.

46(1) The Minister may cancel or suspend the registration of a person's contract of apprenticeship or a person's trade or occupational certificate if the Minister is satisfied that the contract or the certificate

(a) has been improperly altered in any manner,

(b) has been obtained in a fraudulent manner or by means of fraud, or

(c) has been used for any purpose by a person other than the person who is a party to the contract or to whom the certificate was issued.

(2) The Minister may, on the recommendation of the Board,

(a) cancel the registration of a person's contract of apprenticeship or cancel or suspend a person's trade certificate in a designated trade if, in the opinion of the Board, the person has not or is not maintaining an acceptable standard of quality or skill in the practice of the designated trade, or

(b) cancel or suspend a person's occupational certificate in a designated occupation if, in the opinion of the Board, the person has not or is not maintaining an acceptable standard of quality or skill in the practice of the designated occupation.

(3) Where the registration of a person's contract of apprenticeship is cancelled or suspended, that person, during the period of time that the registration is cancelled or suspended, is not an apprentice in the designated trade for which the contract of apprenticeship was registered.

(4) Where a person's trade certificate is cancelled or suspended, that person, during the period of time that the trade certificate is cancelled or suspended, does not hold a trade certificate in the designated trade for which the trade certificate was granted.

(5) Where a person's occupational certificate is cancelled or suspended, that person, during the period of time that the occupational certificate is cancelled or suspended, does not hold an occupational certificate in the designated occupation for which the occupational certificate was granted.

Offence

47 A person who contravenes this Act is guilty of an offence.

PART 5

TRANSITIONAL AND COMMENCEMENT

Definition

48 *In this Part, "former Act" means the Manpower Development Act.*

Transitional re Boards, committees and certificates

49(*1*) *The members of the Alberta Apprenticeship and Trade Certification Board under the former Act continue as the members of the Alberta Industry Training and Certification Board for the purposes of this Act until they are replaced or reappointed under this Act.*

(2) The members of the provincial apprenticeship committees under the former Act continue as the members of the provincial trade committees for the purposes of this Act until they are replaced or reappointed under this Act.

(3) The members of the local apprenticeship committees under the former Act continue as the members of the local trade committees for the purposes of this Act until they are replaced or reappointed under this Act.

(4) A contract of apprenticeship entered into or carried on under the former Act and that is in effect immediately before the coming into force of this Act is a contract of apprenticeship under this Act.

(5) A Certificate of Completion of Apprenticeship, a Certificate of Qualification or a Certificate of Proficiency that was issued under the former Act and that is in effect immediately before the coming into force of this Act remains in effect under this Act and is deemed to be a trade certificate issued under this Act.

Transitional re trades designated under former Act

50*(1) A trade that is a designated trade under Part 3, Division 2 of the former Act immediately before the coming into force of this Act is deemed to have been designated as an optional certification trade under section 26 of this Act.*

(2) A trade that is a designated trade under Part 3, Division 3 of the former Act immediately before the coming into force of this Act is deemed to have been designated as a compulsory certification trade under section 25 of this Act.

Transitional re compulsory apprenticeship trade

51*(1) Notwithstanding section 50, a trade that is a designated trade under Part 3, Divisions 1 and 2 or Divisions 1 and 3 of the former Act immediately before the coming into force of this Act is deemed to have been designated as a compulsory apprenticeship trade under this Act.*

(2) Where pursuant to subsection (1) a trade is designated as a compulsory apprenticeship trade, that designation, unless sooner rescinded, expires 5 years after the coming into force of this section.

(3) Notwithstanding subsection (2), if before the expiration of a designation under this section, a regulation is made under section 28 establishing a program of transition under which the compulsory apprenticeship trade is to be redesignated as another designated trade or the designation is to be rescinded, the designation of that trade as a compulsory apprenticeship trade shall remain in effect until the transition is completed in accordance with the program of transition.

(4) A person may, subject to the regulations, be granted a trade certificate in a compulsory apprenticeship trade,

(a) by successfully completing the apprenticeship program in the trade, or

(b) by

(i) completing, in the opinion of the Board, a sufficient number of years of acceptable work experience in the trade so as to be proficient in the trade, and

(ii) successfully completing, to the satisfaction of the Board, one or more examinations in respect of the trade or meeting any other requirements that may be established or approved by the Board.

(5) A person shall not work in a compulsory apprenticeship trade unless that person

(a) holds a trade certificate in the trade,

(b) has filed an application under this Act to participate in the apprenticeship program and that application is subsisting,

(c) is an apprentice in the apprenticeship program,

(d) is a student in a student work training program,

(e) is granted an exemption under section 20 from the requirements of this section, or

(f) is performing a task or work that is exempted under section 20.

(6) Notwithstanding subsection (5), a person who

(a) is not an apprentice in a compulsory apprenticeship trade,

(b) does not hold a trade certificate in a compulsory apprenticeship trade, or

(c) is otherwise prohibited under subsection (5) from performing work in a compulsory apprenticeship trade,

may perform work in a compulsory apprenticeship trade if that person has, in the opinion of the Board, completed a sufficient number of years of acceptable work experience in the trade so as to be proficient in the trade.

(7) Where a person is prohibited under subsection (5) from working in a compulsory apprenticeship trade, that person may, notwithstanding subsection (5), work in that compulsory apprenticeship trade

(a) if

(i) the work that the person is to perform is a task for which training is provided in another designated trade, and

(ii) the person who is to perform the task

(A) holds a trade certificate in that other designated trade, or

(B) is an apprentice or trainee in that other designated trade and has received training with respect to that task,

(b) if the work

(i) is carried out by the person on property that the person owns or over which the person has possession or control, and

(ii) is not for business or commercial purposes,

or

(c) if the work is carried out in respect of bona fide farming operations and the person carrying out the work is the farmer or another person engaged in those farming operations.

(8) A person shall not purport to

(a) be an apprentice in a compulsory apprenticeship trade unless that person is an apprentice in that trade,

(b) hold a trade certificate in a compulsory apprenticeship trade unless that person holds a trade certificate in that trade, or

(c) be otherwise permitted to work in a compulsory apprenticeship trade unless that person is otherwise permitted to work in that trade under this Act.

(9) An employer shall not employ a person to perform work in a compulsory apprenticeship trade if the employer knows, or would reasonably be expected to know, that the person who is to perform that work is prohibited under this Act from performing the work in that trade.

(10) Any reference in this Act to Part 2 is deemed to include a reference to this section.

Consequential amendments

52(1) *The Legislative Assembly Act is amended in Part 3 of the Schedule by repealing the following:*

Alberta Apprenticeship and Trade Certification Board
under the Manpower Development Act

(2) *The Licensing of Trades and Businesses Act is amended in section 2(b) by striking out "Manpower Development Act" and substituting "Industry Training Act".*

(3) *The Professional and Occupational Associations Registration Act is amended in section 5 by repealing clause (b) and substituting the following:*

(b) a trade or occupation designated or eligible to be designated under the *Industry Training Act*.

(4) The Technical Institutes Act is amended in section 11(1)(b) by striking out "designated pursuant to the *Manpower Development Act*" *and substituting* "designated pursuant to the *Industry Training Act*".

Repeal

53 *The following Acts are repealed:*

(a) the Apprenticeship, Training and Certification Act;

(b) the Manpower Development Act.

VITA

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YEAR OF BIRTH: 1953

POST SECONDARY EDUCATION: INTER-PROVINCIAL MOTOR MECHANIC 1975

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BOARD OF DIRECTORS, COMMUNITY AUTOMOTIVE TRAINING PROGRAM, 1984-1986